A REVIEW OF THE MANITOBA

COUNCIL ON POST-SECONDARY EDUCATION

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Honourable Diane McGifford
Minister of Advanced Education and Training
Government of Manitoba
Room 156, Legislative Building
450 Broadway Avenue
Winnipeg MB R3C 0V8

Dear Madame Minister:

I am pleased to submit to you my report on the first Five-Year Review of the Council on Post-Secondary Education. The report and its recommendations represent my conclusions following visits and interviews in Altona, Brandon, The Pas, Thompson and Winnipeg. I am most grateful to all those who shared their knowledge, experiences and insights with me.

Yours sincerely,

John R. Mallea, Ph.D.

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ACKNOWLEDGEMENTS

My task during the summer of 2002, in reviewing of the performance of the Manitoba Council on Post-Secondary Education (1997-2002), was greatly facilitated by the cooperation and support of major stakeholder groups in the province's system of post-secondary education. Representatives of college and university governing boards, senior administrators, faculty and staff associations, student organizations, non-governmental organizations and the business sector all gave freely of their time and expertise, as did the present and former Chairs of the Council. Colleagues from outside the province, including John Dennison, Glen Jones, Peter Rans and Paul Stinton, generously shared their knowledge with me of intermediate bodies similar to the Council on Post-Secondary Education.

My sincere thanks are extended to Barbara Gfellner and Tara Romanysyzn for their help with the questionnaire. My thanks, too, to the staffs of the libraries at Brandon University and the University of Manitoba, and the staff of the Council's Secretariat and the Deputy Minister of Education's Office for their timely responses to my requests for information and documentation. Also I would like to express my thanks to the patient staff of the President's Offices in the colleges and universities for their help with the scheduling of appointments—no easy task in the vacation months of July and August!

John Mallea

TERMS OF REFERENCE FOR THE REVIEW

Objectives of the Review

In accordance with the Council's legislation, a Five-year Review (the Review) of the Council on Post-Secondary Education (COPSE) shall be undertaken to consider COPSE's performance in its management role of Manitoba's post-secondary education for the five years from 1997/98 to 2001/02.

The major objectives of the Review are to examine how COPSE is organized and structured, and to assess its performance as a corporate body. More particularly, the Review shall

- assess the appropriateness of COPSE's powers to fulfil its duties as outlined in legislation
- assess the effectiveness of COPSE in meeting its mandate as outlined in legislation
- advise as to the appropriateness of the current representative structure of COPSE, and outline advantages and disadvantages of changing that representation
- determine whether consultation with stakeholders has been sufficient
- assess the relationship between the Minister, COPSE and the government
- assess influence COPSE could or should have on post-secondary issues to which the *Council on Post-secondary Act* does not to apply, such as issues of student aid, private post-secondary education, faith-based post-secondary education, and others.

Limits of the Review

The Review is not to investigate staffing issues, nor is it to consider broader issues in the post-secondary system. Specifically, the Review shall exclude considerations of,

- The continued existence of COPSE, the use of an arm's length agency to manage Manitoba's post-secondary system, and the executive nature of COPSE
- the size and scope of the post-secondary system
- the adequacy of funding to the post-secondary system
- the performance of individual COPSE board members, and the performance of individual COPSE staff members

Special Instructions

The Review shall be undertaken in a collegial manner, conducting individual interviews, small group interviews and/or accepting written submissions, as appropriate, from selected stakeholder groups, including student organizations, faculty organizations, college and university administrations and governance bodies, and other such individuals as deemed appropriate. The Final Report shall be provided to the Minister of Advanced Education and to COPSE.

GLOSSARY OF ACRONYMS

CEI: College Expansion Initiative

CHERD: Centre for Higher Education and Research, University of Manitoba

COPSE: Council on Post-Secondary Education

MGFS: Manitoba Graduates Follow-up Survey

MOFA: Manitoba Organization of Faculty Associations

PLAR: Prior Learning Assessment and Recognition

PSE: Post-Secondary Education

SAS: Statistical Analysis System

UMFA: University of Manitoba Faculty Association

CHAPTER I . INTRODUCTION

The Council on Post-Secondary Education Act was given assent on November 19, 1996 and was proclaimed in force on April 28, 1997. Under Section 13(e) of the Act, it is required that the Council shall "at least every five years, conduct an organizational and operational review of the council in accordance with guidelines provided by the minister" (see Appendix A). The report that follows is the fulfilment of this requirement under the terms of reference for the Review established by the Hon. Diane McGifford, Minister of Advanced Education.

The Manitoba Council on Post-Secondary Education is an intermediary body between the government and the province's colleges and universities. It is a fairly new and somewhat unusual body in that it has both advisory and executive powers. It serves, at one and the same time, to provide independent advice to the Minister on matters of policy and to allocate resources to the province's colleges and universities.

Given these dual functions, it is hardly surprising that they can and do give rise on occasion to certain tensions among the parties involved. The same can be said of the multiple roles the Council is expected to perform. For, in addition to its advisory and resource-allocation roles, the Council is also expected to monitor, coordinate and regulate the post-secondary system, provide leadership on post-secondary issues, act as a source of information and research, and carry out an important education role with the larger community.

Balancing the demands of these roles is no easy task. There is after all a fine line to be walked between remaining at arms length from the government, advising the Minister, representing the institutions and retaining credibility with the general public.

The Council has only been in existence for five years and has experienced two different governments in that period. This is not a very long time when compared to the age of the universities and colleges that make up the province's post-secondary education (PSE) system. It is only to be expected, therefore, that initially much effort was devoted to establishing the Council as an operational entity: locating offices, recruiting qualified staff, building relationships, and establishing the necessary policies, programs and procedures to enable it to carry out its day-to-day business and fulfill its legislated responsibilities. A conscious effort has been made to recognize these realities in the body of the report.

Recommendations have been couched in terms of the directions Council might take over the next five years of its mandate.

Methodology and Approach

Visits were made to Assiniboine, Keewatin and Red River Community Colleges, Brandon University, the Canadian Mennonite University, the Universities of Manitoba and Winnipeg, and Collège Universitaire St. Boniface. Interviews were held with members of key stakeholder groups in these institutions: boards of governors, senior

administrators, student organizations and university faculty associations. (There are no faculty associations at the community colleges. Academic staff in the colleges are represented by the Manitoba Government Employees Association.) In addition, several interviews were held with senior members of the Manitoba Business Council. In the few instances where face-to-face interviews could not be held, telephone interviews were conducted. (See Appendix C).

Stakeholders were also asked to complete a 94-item questionnaire and sign an individual release form prior to the interview (see Appendix D). The interview usually lasted an hour and provided participants an opportunity to expand upon their questionnaire responses. Thirty-four questionnaires were completed: board members (7), senior administrators (14), faculty representatives (5), students (7) and "other" (1)[1].

Table 1. Questionnaire Sample

Stakeholder	College	University	Other	Total
Student	3	4	-	7
Faculty Organisation	-	5	-	5
Administration	6	8	-	14
College/University Board	4	2	-	6
Other	-	-	1	1
Total	13	19	1	33

The questionnaire was divided into sub-sections corresponding to the terms of reference of the Review. Responses were scored on a 1 – 10 Likert scale with low scores

[1] As only one questionnaire was completed in the "Other" category, this category was excluded from Tables 2 to 12 but its responses were included in the mean scores of the individual questions.

indicating a low rating and high scores indicating a high rating. A column headed "Don't Know" was also included, and in scoring the questionnaire was given a zero rating. Data from the questionnaire were analyzed using the computerized statistical program: Statistical Analysis System (SAS).

CHAPTER II. MANDATE, DUTIES AND POWERS

Term of Reference: The Review shall assess the appropriateness of COPSE's powers to fulfil its duties as outlined in legislation.

All Canadian provinces except Newfoundland have at one time or another introduced entities like COPSE, although their functions, powers, structures and mechanisms have varied considerably. The same might be said of their fortunes. Nova Scotia, New Brunswick and Prince Edward Island, for example, first introduced and then later abandoned such bodies (Jones, 1997).

Published evaluations of such bodies are rare. According to Southern and Dennison (1985), the concept and theoretical advantages of an intermediary body between governments and universities has frequently been debated in the literature of higher education in Canada, but few attempts have been made to assess these advantages in practice.

The basic concept of an intermediary body in Canada is that of a body established to manage the interface between provincial governments and the province's institutions of PSE. Its brief is to monitor public expenditures while at the same time providing safeguards for institutional autonomy and promoting flexible institutional responses to local and regional needs.

Intermediate bodies in PSE were first established in the United Kingdom and their constitutional essence has been described by Lord Robbins:

> If the state is willing to entrust the distribution of public money for this purpose and the scrutiny of the way in which it has been spent, not directly to a government department inevitably subject to political control and influence, but indirectly to a non-political expert commission or committee; and if that body, so far as is consistent with the execution of the larger aims of public policy, makes its grants in forms which impose a minimum of precise specification on the detail of expenditure, then there is created a partial insulation which should be sufficient to protect academic institutions against the cruder incursions of politics and to create an area in which freedom to maintain their own standards and initiate their own development is reasonably well preserved. It can create, too, an organization in which whatever positive coordination and joint planning is necessary, can take place without political coercion. (Cited in Southern and Dennison, 1985, p. 79).

This last point is a particularly relevant one in Manitoba, where the Council's mandate assigns it responsibility for the coordination of PSE and joint planning between the community colleges and the universities.

Mandate

As set out in Section 3(1) of the *Council on Post-Secondary Education Act (1997),* the mandate of COPSE "is to plan and coordinate the development of a post-secondary education system in the province that promotes excellence in and accessibility to education, supports the coordination and integration of services and facilities, and promotes fiscal responsibility". In carrying out this mandate the Council shall: (a) act as an intermediary body between post-secondary institutions and the government; and (b) operate within a framework of accountability established by the minister, who may give the council general direction on matters that relate to its mandate and that are in the

minister's opinion, of significant public interest" (Section 4). It shall not interfere with either: "(a) the basic right of a university or college to formulate academic policies and standards; (b) the independence of a university or college in fixing standards of admission and of graduation; or (c) the independence of a university or college in the appointment of staff" (Section 3(2)).

Duties

Section 11 of the Act sets out the Council's duties. These are to:

(a) assess, on an ongoing basis, the post-secondary educational needs of the province and the ability of universities and colleges to meet those needs;

(b) within a framework established by the minister and after consultation with the universities and colleges and with students,

  (i) determine priorities in the provision of post-secondary education, and
  (ii) in accordance with those priorities, allocate funding to universities and colleges, or to programs within universities or colleges, with a view to avoiding unnecessary duplication of effort and expense within the post-secondary education system;

(c) advise and assist universities and colleges in planning for the development and delivery of academic programs, services and facilities;

(d) advise and assist universities and colleges in the development of a clear mandate for each institution;

(e) develop and implement, in cooperation with universities and colleges, accountability requirements for each university and college for the core functions of teaching, research and service, including the development of consistent and effective criteria for measuring their performance;

(f) facilitate the implementation of appropriate credit transfer arrangements between universities and colleges;

(g) exercise the powers and duties delegated to the council by the minister under section 6 of *The Colleges Act*; and

(h) advise the government on post-secondary education and related matters in the province.

Powers

Under Section 12 of the Act, the Council may:

(a) review and evaluate post-secondary programs and services and any other related matters;

(b) in consultation with the universities and colleges, develop policies for specialization and cooperation in the delivery of post-secondary programs and services;

(c) require a university or college to provide to the council, in the form and within the time period requested by the council, any financial or other information that the council considers necessary;

(d) recommend to the minister that the government enter into agreements and cooperative arrangements with extra-provincial authorities in order to provide Manitobans with access to post-secondary programs and services not available in the province;

(e) in consultation with the universities and colleges and with students, establish policies for tuition fees charged by universities and colleges;

(f) appoint a person or a committee to review and report on any matter concerning a university or college;

(g) request the auditor of a university or college to provide reports to the council on any matter related to the finances of the university or college;

(h) request the auditor of a university or college to undertake additional audits or other work in relation to the university or college and to report on that audit or other work to the council.

How Appropriate are the Council's Mandate, Powers and Duties?

There is a fairly general consensus among stakeholders that the mandate, powers and duties of COPSE as outlined in the Act are appropriate. They considered its mandate to be sufficiently broad, its powers adequate and its duties reasonable. They were generally satisfied with Council's performance in carrying out its mandate, and are of the opinion that the Council has respected the basic right of a college or university to formulate its own academic policies and standards and to appoint its own staff. On the other hand, a good percentage of respondents indicated they lacked any knowledge of the Council's role as advisor to the government (see Table 2); and others referred to what they considered a rather tenuous link between the Council's advice and government policy.

Table 2: Means and Percentage Ratings by Stakeholders Regarding Powers, Duties and Mandate of COPSE

Questions	Overall Mean	Don't Know Percent	Students	Faculty	Administration	Board of Governors
How appropriate are COPSE's powers as outlined in The COPSE Act?	6.5 (n=28)	15% (n=5)	7.0	4.5	7.2	6.0
How appropriate are the duties of COPSE as outline in The COPSE Act?	6.4 (n=27)	15% (n=5)	7.0	4.25	7.0	5.5
How well has COPSE performed in its role as an arms-length intermediary body between PSE institutions and the government?	5.2 (n=27)	15% (n=5)	4.3	3.0	5.9	6.0
Please give your perception of the performance of COPSE in its role as policy advisor to government?	5.2 (n=23)	30% (n=10)	4.5	4.0	5.5	6.0
How well has COPSE carried out its mandate to plan and coordinate the development of the province's system of PSE?	4.9 (n=23)	21% (n=7)	4.0	4.0	5.17	6.0
In carrying out its mandate, COPSE has respected: The basic right of a university or college to formulate academic policies and standards.	7.7 (n=27)	12% (n=4)	7.2	6.4	8.3	7.0
In carrying out its mandate has respected: The independence of a university or college to formulate academic policies and standards.	7.8 (n=28)	12% (n=4)	7.6	6.4	8.4	7.3
In carrying out its mandate, COPSE has respected: The independence of a university or college in the appointment of staff.	8.7 (n=26)	15% (n-5)	8.4	8.5	9.1	7.5

Note: All means based on a 1-10 Likert Scale. Low score indicates a low rating; high score indicates a high rating.

Council's stated goals of achieving excellence and accessibility enjoy broad support. The Minister's publication (on the Council's web site) of her priorities for PSE is appreciated. Post-secondary institutions generally welcome the opportunity to communicate to the government, via the Council, their views and concerns on PSE. And in addition, they recognize that the objectives of Council are both complex and difficult to achieve.

Translating Council's goals into practice is of necessity an evolutionary process. It is a task that requires time, understanding and feedback to accomplish. Today, five years after its establishment, the Council is facing a number of key challenges. These will be treated in greater detail in later chapters, but two can be identified here.

The biggest challenge for COPSE is to become better known and understood. It needs to raise its profile, underline the arms-length nature of its relationship to government, clarify and publicize its role, explain how it works, and render its processes and decisions more transparent. In addition, it needs to be more proactive, less involved with operational concerns and more policy-oriented. Perception, it has been said, forms an important part of reality, and there exists a perception that the Council has not yet realized its full potential.

The second biggest challenge for Council, and one that is linked directly to its own sense of identity, is the need to focus more of its energies on planning and coordinating the development of a system of PSE.

Such a system does not presently exist. What exists is a collection of colleges and universities of varying size and function that possess individual histories, values, missions, goals and objectives. Thus while there may be a growing acceptance of the idea among institutions that they form a collectivity of sorts, they do not perceive themselves as integral parts of a *system* of PSE. Colleges and universities, of course, are rightly proud of their autonomy, independence and achievements. As a consequence, attempting to bring about greater articulation between them is a sensitive, even daunting task. It is, however, a necessary one and it is a task for which the Council in very large part was created.

Recommendations:

That COPSE develop a statement of its vision, program and agenda for the development of the PSE system over the next five years of its mandate and circulate it widely.

That Council create additional initiatives aimed at developing greater articulation between and within colleges and universities.

CHAPTER III. EFFECTIVENESS OF COPSE

Term of Reference: The Review shall assess the effectiveness of COPSE in meeting its mandate as outlined in legislation.

The effectiveness of COPSE in fulfilling its mandate was examined by asking stakeholders to respond to questions on the Secretariat and the Council. The effectiveness of the Secretariat is addressed first. This is followed by an assessment of the Council's executive role, its funding and program approval processes, its impact on institutions and its overall effectiveness.

Secretariat

The Secretariat is a bilingual organization. In the short space of five years, and during a difficult funding period for PSE in general, it has developed a good operational base and established excellent relations with the administrations of the province's colleges and universities. This is in large part due to the leadership provided by the past and present occupants of the office of Executive Director. Together with Council and the Deputy Minister of Education, they have put in place essential operating strategies and introduced important initiatives such as Prior Learning Assessment and Recognition (PLAR) and Manitoba Graduates Follow-up Survey (MGFS).

The structure, resources and staff of the Secretariat appear to be well managed, and job descriptions detailing duties and responsibilities are in place. All available positions have not yet been filled, however. These vacancies may help explain the absence of adequate feedback mechanisms and the as yet unfilled need for more systematic analyses of the current PSE system.

Stakeholders indicated that by and large they considered the overall performance of the Secretariat to be satisfactory. The overall means on seven related questions ranged between 4.2 and 6.7. Faculty assigned the lowest ratings, while the percentage of "Don't Know" responses on five of the seven were at 30 per cent or above (see Table 3). Administrators and board members expressed above-average satisfaction with the Secretariat's responsiveness and timeliness, as well as with the types and amounts of information that the Secretariat requested of them. Faculty and students, though, were less satisfied; they considered the Secretariat's performance in communicating with them to be a major weakness.

COPSE should move quickly to strengthen its information and communications systems. Council should give this high priority and allocate the resources necessary to ensure it is accomplished. For example, a communications specialist could be recruited to fill one of the vacant positions in the Secretariat. In addition, the Council's Strategic Plan and its Annual Report should be circulated more widely, making sure that all stakeholder organizations receive a copy. Greater use could be made of Council's web site. Press releases could be published more frequently. Research reports should be released in concise, reader-friendly and accessible formats. Council meetings could be publicized in advance and made more inclusive. Orientation packages for new members could be developed, campus visits encouraged, and at least once-a-year meetings could be scheduled with representatives of key stakeholder groups and organizations.

Table 3: Means and Percentage Ratings by Stakeholders Regarding the Secretariat

Questions	Overall Mean	Don't Know Percent	Students	Faculty	ADMINISTRATION	BOARD OF GOVERNORS
How would you rate the overall performance of the COPSE Secretariat?	6.5 (n=22)	33%	4.4	4.0	7.7	6.4
Please rate the COPSE Secretariat's responsiveness to institutional/organizational requests for assistance	6.7 (n=21)	36%	4.0	5.0	7.7	6.0
Please rate the COPSE Secretariat's performance in communication with your institution/organization/agency	5.2 (n=29)	9%	2.1	3.0	7.6	6.3
How helpful is the COPSE Secretariat Annual Report in helping you better understand the work in the Council?	4.9 (n=23)	30%	4.3	2.3	5.5	5.4
How reasonable are the COPSE Secretariat's requests for information in terms of: Type	6.5 (n=18)	41%	4.0	-	7.1	6.7
How reasonable are the COPSE Secretariat's requests for information in terms of: Amount	6. (n=18)	42%	4.4	-	6.7	6.0
How reasonable are the COPSE Secretariat's requests for information in terms of: Timing	5.7 (n=16)	42%	2.0	-	6.1	6.7
Please rate the COPSE Secretariat's performance in providing research and analysis on PSE issues?	4.2 (n=22)	27%	3.3	2.0	4.5	5.4

Note: All means based on a 1-10 Lickert Scale. Low score indicates a low rating; high score indicates a high rating.

The Secretariat received its lowest overall mean score its performance in providing research and analysis on PSE issues — a function that stakeholders believe the Secretariat could and should perform (See chapter VII). On more than one occasion, moreover, stakeholders drew attention to the manner in which similar bodies in other jurisdictions performed this function.

Recommendations:

That the Secretariat's information and communications functions be strengthened by the appointment of a staff member with specific responsibilities in this area.

Council's Executive Role

Council's decision-making authority is circumscribed by the fact that the major funding decisions for PSE are made by the Cabinet on the advice of Treasury Board. The Council's role is more limited and consists of determining the annual allocations to be made to individual colleges and universities. In addition, Council has been instrumental in the creation of separate targeted funding envelopes that, while containing relatively small amounts overall, nevertheless have important steering effects.

Stakeholders were asked to respond to seventeen questions on the council's executive role. The overall mean scores on their responses ranged from 4.8 to 6.5, which indicates they considered Council's performance to be slightly above average (see Table 4). Some groups appreciated the timeliness and consistency of Council's decisions and

its efforts to be cost-effective and accountable. Appreciation was also expressed for the Council's supportive approach in promoting institutional cooperation and greater articulation between colleges and universities.

Table 4: Means and Percentage Ratings by Stakeholders Regarding Executive Role

Questions	Overall Mean	Don't Know Percent	Students	Faculty	Administration	Board of Governors
Please rate COPSE's decisions in respect to their being:						
Timely	6.5 (n=22)	27% (n=9)	5.3	5.5	7.0	6.5
Objective	5.8 (n= 21)	27% (n=9)	4.3	3.0	6.6	6.7
Consistent with a systems approach	6.4 (n=16)	42% (n=14)	4.5	1.0	7.3	6.4
Consultative	5.5 (n=20)	33% (n=11)	2.7	2.0	6.7	6.0
Balanced with social, cultural and economic priorities	6.1 (n=18)	36% (n=12)	5.4	2.5	7.0	6.7
Please rate COPSE's performance in terms of:						
Being proactive	5.0 (n=24)	21% (n=7)	5.0	1.7	5.8	5.4
Promoting program innovation	5.7 (n=24)	21% (n=7)	5.8	2.5	6.5	5.4
To avoid duplication	6.2 (n=20)	33% (n=11)	6.0	3.0	6.1	7.7

Table 4- continued

Questions	Overall Mean	Don't Know Percent	Students	Faculty	Administration	Board of Governors
Fostering institutional links with the market place	4.8 (n=22)	27% (n=9)	7.0	2.0	4.8	5.7
Championing the value of PSE	4.9 (n=24)	18% (n=6)	4.4	1.0	5.8	6.0
Please rate COPSE's system-based approach in terms of: Cost effectiveness	5.7 (n=15)	42% (n=14)	6.0	1.0	5.9	6.4
Accessibility	6.4 (n=17)	45% (n=15)	4.8	-	7.4	6.0
Accountability	6.0 (n=16)	36% (n=12)	4.8	-	6.5	7.0
Orientation to stakeholders	4.8 (n=17)	36% (n=12)	2.8	1.0	6.71	5.0
Articulation and integration	5.5 (n=15)	36% (n=12)	5.3	-	5.8	5.4
Relevance	5.8 (n=12)	36% (n=12)	5.0	-	6.3	5.7
Focus on learner	5.8 (n=12)	42% (n=14)	4.0	-	6.71	5.0

Note: All means based on a 1-10 Likert Scale. Low score indicates a low rating; high score indicates a high rating.
Note: Question 22 was omitted from the survey (see questionnaire).

What is striking, however, is the number of respondents who utilized the "Don't Know" category in response to a number of questions in this area. See, for example, questions on whether COPSE's decisions were consistent with Manitoba's social, cultural and economic priorities, accessibility and the adoption of a system-based approach to decision-making. Faculty gave the Council a consistently low rating. And on these and related questions they considered COPSE's decisions to be overly influenced by bureaucratic and market-oriented considerations rather than longer-range goals and policy development.

Recommendations:

That Council's priorities for PSE be clearly stated and distributed widely.

That the Minister prepare and deliver an annual presentation on "The Manitoban PSE System".

Funding Process

The terms of reference of the Review preclude discussion of the adequacy of funding to the PSE system. It is important to stress, however, that stakeholders continue to view this issue as being of central importance to system sustainability in general, and the achievement of excellence in particular.

Nowhere in fact is the concept of COPSE as an arms-length agency more important than in this area. The funding process not only needs to be fair but to be seen to be fair, and this requires that its allocation mechanisms be rational, open and transparent.

While the rationality of Council's allocation process is generally sound, its Estimates process could and should be more transparent. Council, for example, does not choose to circulate the annual Estimates submissions it receives from individual colleges and universities. Nor does it provide them with feedback on their submissions. As a result, the latter practice in particular contributes to the tendency for the Estimates process to be viewed by some as a somewhat empty exercise, one in which the relationship between submissions and outcomes is unclear. This undesirable tendency, moreover, is not helped by the reported less-than-full participation of Council members in individual Estimates hearings.

Table 5: Means and Percentage Ratings by Stakeholders Regarding Funding Process

Questions	Overall Mean	Don't Know Percent	Students	Faculty	Administration	Board of Governors
Please rate the effectiveness of the following elements of COPSE's funding process:	6.8 (n=20)	33% (n=11)	4.3	3.0	8.0	8.0
Block Grant						
Strategic Program Envelope	7.0 (n=20	39% (n=12)	7.5	-	7.0	6.3
System Restructuring Envelope	6.5 (n=19)	36% (n=13)	6.3	-	6.8	6.7
Capital Envelope	4.7 (n=19)	36% (n=12)	5.4	1.0	4.2	7.7
Estimates Process	4.8 (n=20)	33% (n=11)	4.4	3.0	4.3	7.3
Please rate COPSE's Annual Funding Plan rationales in terms of :Transparency	3.4 (n=22)	33% (n=11)	2.8	2.0	4.5	4.3
Please rate COPSE's Annual Funding rationales in terms of: Fairness	4.6 (n=22)	30% (n=10)	3.5	1.0	4.9	5.0

Note: All means based on a 1-10 Likert Scale. Low score indicates a low rating; High score indicates a high rating.

Table 5- continued

Questions	Overall Mean	Don't Know Percent	Students	Faculty	Administration	Board of Governors
How well has COPSE met its goal promoting: Accessibility	5.7 (n=25)	24% (n=8)	5.2	1.7	7.2	5.0
How well has COPSE met its goal promoting: Integration of services and facilities	4.8 (n=18)	48% (n=16)	5.0	2.0	5.6	5.4
How well has COPSE met its goal of promoting: Promotion of fiscal stability	5.4 (n=26)	18% (n=6)	5.7	2.5	5.7	5.8
Has COPSE succeeded in helping avoid unnecessary duplication of effort and expense in the provision of PSE in the province?	5.0 (n=25)	27% (n=9)	5. 0	2.0	6.1	5.0
How well has COPSE achieved its aim of promoting greater articulation between PSE institutions in the province?	5.0 (n=23)	30% (n=10)	4.0	2.0	6.6	5.0
Please rate COPSE's performance in helping implement a system of credit transfer between PSE institutions in the province?	6.1 (n=16)	45% (n=15)	6.8	-	6.6	4.0

Note: All means based on a 1-10 Likert Scale. Low score indicates a low rating; High score indicates a high rating.

These and other concerns were reflected in the questionnaire responses (see Table 5) on this aspect of the Council's effectiveness. Mean scores, for example, ranged as low as 3.4 on the transparency of the Council's Annual Funding Plan. The lowest overall ratings were given by faculty. And most worrisome of all, perhaps, the percentage of "Don't Know" responses was between 30 and 39 per cent.

Recommendations:

The Council consider ways of providing appropriate feedback to PSE institutions on their Estimates submissions.

That the annual Estimates submissions of individual colleges and universities be circulated for information among all PSE institutions.

That Council build on its successful use of funding envelopes in promoting system restructuring and the introduction of new programs.

Program Approval Process

The Council's funding envelope for strategic program development has played a significant role in the introduction of new and innovative programs. Its procedures are having a beneficial effect for example, on program articulation, intra-institutional and inter-institutional cooperation overall.

The process is working well and should be retained. The College Expansion Initiative (CEI) is having similarly beneficial effects on program development in the

college sector. But its relationship to the Council stands in urgent need of attention. Respondents in the colleges observed that it adds another, and unnecessary, step to the overall program approval process and is a source of additional work. A number recommended that, given COPSE's responsibility for planning and coordinating the PSE system, the CEI should be folded into the Secretariat. There has been some movement in this direction recently and it makes administrative sense to complete it.

The program approval process constitutes a major part of the Council's work, and stakeholders report an average level of satisfaction with it (see Table 6). On the other hand, the process is not as well known as it should be. One-third to one-half of all respondents employed the "Don't Know" response to questions posed on the process. Fifty-one per cent also responded "Don't Know" in rating COPSE's development of policies on inter-institutional cooperation and specialization, and forty-two per cent on Council's performance in determining system priorities.

Table 6: Means and Percentage Ratings by Stakeholders Regarding Program Approval Process

Questions	Overall Mean	Don't Know Percent	Students	Faculty	Administration	Board of Governors
Please rate COPSE's conduct of its program approval process in terms of:	5.9 (n=16)	45% (n=16)	4.3	2.0	6.5	7.0
Identifying system priorities						
Developing policies for inter-institutional cooperation and specialization	5.21 (n=14)	51% (n=17)	4.0	2.0	6.0	5.5
Reviewing and evaluating proposed and existing post-secondary programs and services	6.2 (n=18)	36% (n=12)	4.7	4.0	7.5	5.0
Rationalizing programs to avoid duplication	4.7 (n=19)	36% (n=12)	4.0	1.5	5.6	5.0
Determining priorities in the provision of PSE	5.7 (n=16)	42% (n=14)	4.0	2.0	6.5	6.0
How well are COPSE's Program Approval and Appeal Processes Working?	6.5 (n=16)	51% (n=17)	7.0	3.7	7.3	6.0

Note: All means based on a 1-10 Likert Scale. Low score indicates a low rating; high score indicates a high rating.
Note: Questions 48 and 50 were omitted from the survey.(see questionnaire)

Administrators and board members consistently awarded higher ratings to the program approval process than did either faculty or students. For instance, administrators, generally approved of the practice of having other PSE institutions comment on program proposals. University faculty, with issues of autonomy uppermost in mind, were the least supportive of the program approval process. They expressed concern over the time-consuming nature of the process, its emphasis on market needs, and its potential for inhibiting institutional initiatives. In their view, more and better consultation was needed on issues such as the identification of priorities, the evaluation of programs, and the avoidance of program duplication.

Recommendations:

That the operations of CEI be fully integrated into the administrative structure of the COPSE Secretariat.

That the Secretariat produce and distribute a user-friendly handbook describing the functions of COPSE and its activities.

Institutional Impact

A major advantage in having an intermediary body like COPSE is the distance it helps maintain between institutions of PSE and the government of the day. A potential disadvantage is that it might try to micro-manage these institutions. Happily, the present Council has not succumbed to this temptation. It enjoys reasonably good relations with the institutions *per se*. It generally finds an appropriate balance between its duties, the

autonomy of the universities, and the growing sense of independence in the colleges. Its approach to institutions is generally perceived to be fair and evenhanded. And Council, with the help of the Secretariat, is seen to be doing a credible job of trying to understand how its decisions impact on the operations of the colleges and universities.

A series of questions was designed to elicit stakeholder views of the impact of Council's actions. They were asked, for example, to rate the impact of the Council on institutional budgets, planning processes and program quality and costs. They were also asked to rate COPSE's responsiveness to the needs of Aboriginal learners, its encouragement of Prior Learning Assessment and Recognition (PLAR), the expanded use of Communications Technology (CT), and the implementation of the Manitoba Graduates Follow-Up Survey (MGFS).

Overall mean scores ranged from a high of 7.4 to a low of 4.9 (see Table 7). Responses in the "Don't Know" category were high. The impact of the Council on the budgetary process of institutions was considered moderate, although it was observed that the annual uncertainty surrounding the block grant and program initiatives made planning difficult. Council's impact on program planning and program quality was also considered to be moderate. Faculty were least impressed and gave it the lowest ratings on seven of the eight questions. They expressed concern, in particular, about the negative impact of present funding levels on Manitoba's ability to attract and retain top scholars.

Table 7. Means and Percentage Ratings by Stakeholders Regarding Institutional Impact

Questions	Overall Mean	Don't Know Percent	Students	Faculty	Administration	Board of Governors
Please rate the impact of COPSE on your institution regarding: Budgetary Process	6.6 (n=22)	30% (n=10)	7.7	5.5	6.9	6.0
Please rate the impact of COPSE on your institution regarding: Program Planning	5.6 (n=20)	36% (n=12)	6.5	3.0	6.6	4.8
Please rate the impact of COPSE on your institution regarding: Program Quality	4.9 (n=17)	45% (n=15)	6.0	1.3	5.6	4.5
Please rate COPSE's responsiveness overall to the PSE needs of Aboriginal learners.	6.3 (n=16)	45% (n=15)	5.0	1.0	7.6	4.7
Please rate COPSE's performance in encouraging the use of Prior Learning Assessment and Recognition	7.4 (n=17)	45% (n=15)	8.0	7.0	7.8	4.5
Please rate COPSE's performance in maximizing the use of Communications Technology	5.4 (n=16)	42% (n=14)	5.0	1.0	6.0	5.0
Please rate the value of the Manitoba Graduates Follow-up Survey	6.6 (n=15)	51% (n=17)	10.0	8.0	6.4	3.5
Please rate the performance of COPSE in establishing a standardized methodology for identifying program costs and measuring enrolments	5.6 (n=15)	51% (n=17)	6.0	-	6.3	3.0

Note: All means based on a 1-10 Likert Scale. Low score indicates a low rating; high score indicates a high rating.

The highest overall mean was given to Council's performance in encouraging the use of Prior Learning Assessment and Recognition (PLAR). Faculty expressed strong support for increased Aboriginal participation in PSE, but called for a much broader discussion of the issue. Administrators provided the most positive ratings on Council's responsiveness to the PSE needs of Aboriginal students. Council's work on the MGFS was rated as more than satisfactory overall, with students and faculty considering it to be particularly valuable.

The Council is seen as a strong advocate of the use of new learning technologies. Its performance in maximizing their use earned a satisfactory rating (although it should be noted forty per cent of respondents indicated they lacked sufficient information to assess it properly).

Overall Effectiveness

Thirteen questions were asked regarding COPSE's overall performance in achieving its stated goals and objectives (see Table 8). Mean scores on these clustered around the midpoint of the 10-point scale. These ratings indicate a general level of satisfaction, for example, with Council's efforts to promote accessibility and encourage greater articulation between institutions. A somewhat less enthusiastic, but still satisfactory, rating was given to the Council's performance in areas such as shaping system priorities, integrating services and facilities and improving participation rates. Response rates in the "Don't Know" category were high, ranging from 45 per cent

regarding transfer of credits to 18 per cent on Council's performance in being an effective advocate.

Table 8: Means and Percentages Ratings by Stakeholders Regarding Effectiveness of COPSE

Questions	Overall Mean	Don't Know Percent	Students	Faculty	Ad
Please rate COPSE's overall performance in developing and implementing a systems-based approach to PSE.	4.6 (n=20)	30% (n=10)	4.4	5.0	
How would you rate COPSE's overall performance in helping shape priorities for PSE in the province?	4.6 (n=22)	27% (n=9)	4.0	1.50	
How would you rate COPSE's overall performance as an advocate for PSE?	4.6 (n=24)	18% (n=6)	5.0	1.50	
Please rate COPSE's performance in helping improve PSE participation rates.	4.9 (n=21)	33% (n=11)	5.0	2.0	
How would you rate COPSE's performance overall in avoiding unnecessary duplication of effort and expense within the province's system of PSE?	4.7 (n=23)	33% (n=11)	5.6	1.4	
How would rate COPSE's performance in advising and assisting colleges and universities to plan, develop and deliver academic programs, services and facilities?	5.2 (n=21)	36% (n=12)	6.0	4.5	
How well has COPSE met its goal of promoting: Excellence	4.8 (n=21)	33% (n=11)	5.0	2.0	

Note: All means based on a 1-10 Likert Scale. Low score indicates a low rating; high score indicates a high rating

Council's performance in promoting transfer of credits and greater articulation between PSE institutions elicited a number of positive responses. Students, for example, were particularly appreciative of its role in helping implement a system of credit transfer. Administrators reserved their highest rating for Council's role in promoting greater articulation between institutions. Indeed, one college administrator thought this to be one of Council's major achievements.

Expectations of COPSE among stakeholders run high, and this is clearly the case regarding its role as an advocate for PSE as a whole. A good number of those interviewed, for example, believe that this should be one of its major functions. Yet nowhere is this function identified in the *COPSE Act*. There is then a need for greater clarification on this point. It would also help if Council could describe in greater detail what it means by a systems-based approach to PSE, and what it sees as its role in shaping the system's priorities. As things stand, the prevailing perception among stakeholders is that priorities are established by the government and by the institutions, not by the Council.

Recommendation:

That Council clarify its role, within the framework provided by the Minister, in the establishment of priorities for the PSE system as a whole.

CHAPTER IV. RELATIONSHIP TO THE MINISTER AND GOVERNMENT

Term of Reference: The Review shall assess the relationship between the Minister, COPSE and the government.

The relationship between the Minister, the Council and the government is spelled out in Section 4 of the *Council on Post-Secondary Education Act*. This section states that the Council shall: "(a) act as an intermediary between post-secondary institutions and the government; and (b) operate within a framework of accountability established by the minister, who may give the council general direction on matters that relate to its mandate and that are, in the minister's opinion, of significant public interest".

In legislative language, the relationship appears straightforward, but how it operates in practice is another matter. What does it mean to "act as an intermediary body"? How is the word "government" to be interpreted? What constitutes a "framework of accountability"? And how are these terms interpreted by key stakeholders in the process of implementation?

Improving the transparency of the relationships between COPSE, Government and the Minister, is clearly important as their inclusion in the terms of reference underlines. Yet fewer than half of the stakeholders interviewed believe they have a satisfactory understanding of the relationships that exist between the Minister, COPSE and the government; even fewer thought they were transparent. In addition, only half

rated the relationship of COPSE to the Minister and the government as satisfactory; the other half indicated they did not know enough about the relationship to respond (see Table 9).

Table 9: Means and Percentage Ratings by Stakeholders Regarding the Relationship of COPSE to the Minister and Government

Questions	Overall Mean	Don't Know Percent	Students	Faculty	Administration	BOARD OF GOVERNORS
How transparent is the relationship of COPSE to the Minister	3.5 (n=21)	33% (n=11)	3.4	3.0	3.5	5.50
How transparent is the relationship of COPSE to the Government?	3.9 (n=23)	27% (n=9)	3.9	2.0	3.7	8.0
How well do you understand the relationship between COPSE, the Minister and the Government?	4.6 (n=27)	15% (n=5)	5.1	1.0	4.6	4.8
How appropriate is COPSE's relationship to the Minister and the Government?	5.0 (n=15)	45% (n=15)	6.4	4.0	4.6	5.4

Note: All means based on a 1-10 Likert Scale. Low score indicates a low rating; high score indicates a high rating.

The Cabinet naturally expects to establish its own policy agenda and manage its implementation. It is, moreover, democratically accountable to the electorate as to how well it performs responsibilities. On the other hand, the Minister and the Cabinet look to Council to provide them with a source of reliable information and independent advice. Maintaining an appropriate balance is not always easy. Thus it is hardly surprising that there have been instances when the relationship between the Minister, COPSE and the government has been seen as somewhat ambiguous. The role of the Council, for example, in decisions (a) to fund the Canadian Mennonite University (CMU)[2], (b) to create CEI, or (c) to impose tuition freezes remains unclear.

Given COPSE's mandate to help plan and coordinate the PSE system, one would expect the government to seek its advice on such matters. The danger is if it does not, or gives the appearance that it does not, the government can be seen as consulting Council on some issues but not on others. This of course has obvious implications for how the role, authority and independence of COPSE is interpreted by stakeholders.

The relationship of COPSE to the bureaucratic side of government is also far from clear. Even experienced observers have difficulty in determining the reporting relationships between the Council, the Deputy Minister and the Minister. Does the Executive Director of COPSE report to the Chair of Council, the Deputy Minister, and the Minister or, do the staff of the secretariat serve, as some would suggest, as both a Secretariat to COPSE and the Minister's office? It seems, in fact that these

[2] The *Council on Post-Secondary Education Act* has only been amended once. This was in 1997 when it was amended to enable Council "to make grants to post-secondary institutions to which this Act does not otherwise apply" (Amended Act).

relationships are still being negotiated. An opportunity exists therefore for these to be clarified.

Proposals for change need not be elaborate. Government initiatives in PSE could routinely be routed through Council for its input and advice. The dual reporting relationship of the Executive Director to the Chair of Council and the Deputy Minister could be revisited with a view to strengthening the arms-length nature of Council. Job descriptions for the Chair and Vice-Chair could be developed. And meetings between the Minister and the Council could be held quarterly or at a minimum twice a year. The Minister could build on her statement of priorities, publicize it, and distribute it more widely. The Minister might also consider making an annual presentation to the general public on the progress, challenges and needs of PSE.

Recommendations:

That the Minister and the government routinely seek the advice of COPSE on all matters of public policy affecting the province's system of PSE.

That the reporting relationships between COPSE, the Minister and the government be clarified.

CHAPTER V. CONSULTATION PROCESS

Term of Reference: The review shall determine whether consultation with Stakeholders has been sufficient.

COPSE's communications process with PSE institutions *through their administrations* is also functioning satisfactorily and a variety of informational and reporting procedures have been put in place. Council's Program Approval, Strategic Program and System Restructuring processes are cases in point. As a result, institutions now have a much better sense of Council's funding parameters and information needs. Improvement is also reported in the expansion of data banks on the province's system of PSE.

Has COPSE's consultation with stakeholders been *sufficient*? Answers to this question vary depending upon who is asked. Different stakeholder groups hold quite different views on the subject (see Table 10). Administrators and members of governing boards considered the Council's overall performance to be satisfactory, while faculty and students considered it to be weak. Faculty and students are particularly critical of the Council's performance in consulting with their group directly. Well over one-third of all respondents indicated they did not have sufficient knowledge of COPSE's consultative role in either: (a) helping institutions develop and implement accountability measures for teaching, research and service, or (b) developing consistent and effective criteria for the measurement of performance in these areas.[3]

[3] It needs to be pointed out that this response is hardly surprising given that Council has not accorded a high priority to either activity on its agenda to date.

Table 10: Means and Percentage Ratings by Stakeholders Regarding Consultative Role

Questions	Overall Mean	Don't Know Percent	Students	Faculty	Administration	Board of Governors
How would you rate COPSE's overall performance in consulting with stakeholders?	4.3 (n=25)	18% (n=6)	2.7	1.7	5.4	5.3
How would you rate COPSE's performance in consulting with *your* stakeholder group?	4.0 (n=29)	6% (n=2)	1.8	1.4	5.7	5.5
How well would you rate COPSE's performance in its consultative role of helping institutions develop and implement accountability measures for teach, research and service?	4.2 (n=18)	39% (n=13)	5.0	1.0	4.8	2.5
How well has COPSE performed in its consultative role in helping institutions develop consistent and effective criteria for the measurement of performance in teaching, research and service?	4.3 (n=16)	42% (n=14)	5.5	1.0	4.4	3.0

Note: All means based on a 1-10 Likert Scale. Low score indicates a low rating; high score indicates a high rating.

Stakeholders also speak of an absence of sustained dialogue and a lack of feedback on issues of major importance to a particular college or university. Information exchange is seen by some to be a one way street, and this engenders a sense of frustration. It is not, let it be clear, a question of access. All stakeholder groups spoke appreciatively of their access to the Minister and, on occasion, to the Premier as well. Access is only useful, however, when it occurs prior to decisions being taken.

The challenge of ensuring adequate consultation with Stakeholders is one that faces COPSE, government and institutions alike. It is not an easy one. Nor is it made any easier when one remembers that COPSE is made up of volunteer members, and serious constraints therefore are placed on what they can be asked to undertake. Fortunately, for COPSE, however, models of good practice exist both inside and outside the province. The Manitoba Centre for Health Policy, for example, has established an information and communications system that has attracted much favourable attention. The approach adopted by the Manitoba Clean Environment Commission, which includes mounting public hearings and forums on key issues, is also worth emulating. In the PSE sector itself, consultation undertaken by Quebec's *Conseil Superior de L'Education* and the former Ontario Council on University Affairs (OCUA) serve to illustrate what can be achieved in this area. And, as we shall see the province's own post-secondary sector is a fertile source of ideas.

Recommendations:

That high priority be given to improving COPSE's consultation process with stakeholder groups and that the Secretariat prepare and present to Council a strategy paper outlining how this improvement might best be achieved.

CHAPTER VI. THE STRUCTURE OF COPSE

Term of Reference: The Review shall advise as to the appropriateness of the current representative structure of COPSE, and outline advantages and disadvantages of changing that representation.

No consensus currently exists among stakeholders as to the current representative structure of COPSE. To the contrary, quite widely differing views exist as to the type of Council that would best serve the needs of the province and its citizens. Some would prefer to see what they termed a "blue ribbon" Council made up of high profile scientists, business leaders and professionals. Others thought it should be made up of representatives of key stakeholder groups. Still others preferred the Council as it is: a body composed of members drawn from a variety of backgrounds reflecting the province's age, gender, linguistic cultural and regional diversity.

Table 11: Means and Percentage Ratings by Stakeholders Regarding the Structure of COPSE

Questions	Overall Mean	Don't Know Percent	Students	Faculty	Ad
Do you agree or disagree that the current size of the Council (11 members) is appropriate?	6.2 (n=27)	18% (n=6)	3.9	5.2	
Do you agree or disagree that the membership on Council is appropriate?	4.2 (n=23)	30% (n=10)	2.6	1.8	

Note: All means based on a 1-10 Likert Scale. Low score indicates a low rating; high score indicates a high rating.

Different opinions were also expressed on the size of the Council. Administrators and board members said, its present size of eleven members was about appropriate. Students favoured increasing its size and adding student members. They believe that a larger and more representative Council would make it more accountable. Several faculty considered size to be less important than composition. Another suggested that it be expanded to fourteen members, with some members being elected from specific PSE constituencies. Others were in favour of restructuring Council to make it more independent of government. All stakeholders, however, agreed that the process of selecting members of COPSE should be more open, democratic and transparent.

Council, as one experienced board member observed, needs to be able to transcend the processes associated with inevitable changes in government.

While the present method of appointment by Cabinet is a mystery to some, it is a source of concern for others. Considerable support amongst stakeholders was expressed for the idea of introducing a nominations process with nominations being sought from the professions, labour and business. It was also suggested that selection criteria be drawn up and applied (as some PSE institutions have done in selecting new board members).[4] These ideas have merit and they could be introduced with a minimum of effort.

The Standing committee structure of COPSE needs attention. In fact, the Council currently has no executive or standing committees. Council meetings therefore are always conducted as meetings of the whole. This is both inefficient and ineffective. Moreover, this state of affairs probably contributes to the prevailing view that Council Spends too much time on operational issues. In addition, it may leave the Secretariat open to the unfair charge that Council's program and agenda are staff-driven.

[4] See the criteria used by Collège universitaire de St. Boniface.

There are definite advantages to having an internal committee structure. It would provide opportunities, for example, for members to share their expertise or pursue particular interests. Committees and task forces would offer rich opportunities for COPSE to recruit individuals from the larger community with special knowledge and skills. And they would enable COPSE to invite participation and input from key PSE stakeholder groups. To adopt such practices is clearly in the interest of volunteer members of Council and the staff of the Secretariat alike. Their responsibilities are many and their resources limited. What better way then for Council to be more open and inclusive, while at the same time reaping the benefits of expanded participation?

Finally, job descriptions for the Chair, Vice-Chair and members are needed. The same can be said of orientation activities and materials for newly-appointed members. Council also might consider having members represent it on occasion at board meetings of PSE institutions in their localities. As mentioned earlier the profile of Council, needs to be raised and this could be a simple and cost effective way of raising it.

Recommendations:

That selection criteria be developed, and a nominations process introduced, to help in the identification and subsequent appointment of future members of Council.

That the issue of COPSE's internal committee structure be revisited and more inclusive mechanisms such as task forces encouraged.

That job descriptions for the Chair, Vice-Chair and members of COPSE be prepared along with orientation procedures and materials for new members.

CHAPTER VII. ADDITIONAL ISSUES

Term of Reference: The Review shall assess the influence COPSE could or should have on post-secondary issues to which the *Council on Post-Secondary Education Act* does not apply, such as issues of student aid, private post-secondary education, faith-based post-secondary education and others.

To help fulfill the above objective, Stakeholder groups were asked six questions. Three referred to issues listed in the terms of reference and three to issues of training, international relations and trade in educational services (see Table 12). Responses varied by group and question. Students, for example, were strongly in favour of COPSE addressing the issue of student aid, and they expressed some support for its addressing all forms of training at the PSE level. Students and board members also agreed that the issue of international relations and trade in educational services fell within the purview of Council. While administrators agreed COPSE's mandate might be expanded to deal with student aid, their responses on other issue ranged from neutral to disagree. The response of faculty on all six questions was lukewarm. Little enthusiasm overall, however, was expressed for COPSE to extend its influence to cover matters of private and faith-based PSE.

Table 12: Means and Percentage Ratings by Stakeholders Regarding Potential Expansion of COPSE Mandate

Question	Overall Mean	Don't Know Percent	Students	Faculty	Administration	Board of Governors
Should COPSE's mandate be expanded to deal with Student Aid?	6.4 (n=27)	15% (n=5)	9.0	4.75	6.5	3.8
Should COPSE's mandate be expanded to include Private PSE?	3.3 (n=30)	12% (n=4)	3.3	4.6	3.0	3.0
Should COPSE's mandate be expanded to include Faith-Based PSE?	3.6 (n=26)	12% (n=4)	2.7	3.3	3.8	4.5
Should COPSE's mandate be expanded to cover all forms of Training at the PSE Level?	3.8 (n=24)	21% (n=7)	6.2	4.0	2.5	4.4
Should COPSE address the issue of international relations in PSE?	6.4 (n=26)	18% (n=6)	8.0	4.4	5.8	7.4
Should COPSE monitor developments in Trade in PSE Services?	6.4 (n=22)	24% (n=8)	8.5	5.4	5.0	6.6

Note: All means based on a 1-10 Likert Scale. Low score indicates a low rating; high score indicates a high rating.
Note: Data missing for 1 student on Questions 89-92 (the last four questions on Table 12).

Interviews revealed that stakeholders want COPSE to focus its energies over the next five years in three areas: policy development, research and public education. Mention has already been made of the need for COPSE. Many want it to play a much stronger role in advising the government on post-secondary education and related matters in the province. They also expect the government and the Minister to seek COPSE's advice on all major public policy issues in PSE, and they expect that COPSE will seek their input in the formation of this advice.

Stakeholders also want COPSE to research PSE issues of special importance to the province and they want it to both carry out and commission this research.[5] There is moreover, no shortage of idea on what issues to address. Multi-year funding, student aid, replacement of faculty, graduate studies, the indirect costs of research, and the transfer of technology were all issues which Stakeholders though COPSE could usefully address.

Stakeholders, moreover, want to be involved in the search for answers and their enthusiasm is contagious. The challenge now is for COPSE to identify its research priorities and find ways this enthusiasm can be channeled and put to use. The PSE sector is itself a major source of knowledge and expertise that can be tapped. One of the nation's centres of excellence—The Centre for Higher Education Research and Development (CHERD)—is located in the University of Manitoba. Manitoba is also home to a wide range of provincial and federal research institutes. And the Premier's Economic Advisory Council, and the Ministry of Energy, Science and Technology's

[5] The September, 2002 workshop organized by COPSE to review the Draft Discussion Paper 'Post-Secondary Education in Northern Manitoba is a good example".

Innovation Division are also knowledgeable sources of research of particular relevance and importance to the province and its future.

The third area Stakeholders believe COPSE should focus on is raising public awareness about the importance of post-secondary education. They think Council should act as a catalyst for public debate on PSE and that it should identify issues, commission research, produce draft papers and have them widely discussed. The solicitation of briefs, public hearings and the use of focus groups are three examples of the wide range of mechanisms that stakeholders suggested might be employed in raising the public profile of PSE throughout the province.

Recommendations:

That Council raise its profile, become more proactive and place greater emphasis on matters of PSE policy.

That COPSE serve as a catalyst for public education and debate on issues of post-secondary education among Manitobans.

That COPSE annually carry out or commission research on at least two issues of particular relevance to the Manitoba System of PSE.

That the Chairperson of COPSE make an annual presentation to the Premier's Economic Advisory Council on the contribution of the PSE system to the economic development of the province.

CHAPTER VIII. CONCLUSION AND RECOMMENDATIONS

Throughout the review stakeholders expressed considerable interest in the work of COPSE over the next five years (2003-2008). This is a testament to its value and the place has come to occupy in the province's system of PSE. Manitobans are convinced that the future of the province depends on investment in people and their intellectual capital. They want to be involved in developing a system of PSE that will make this reality.

COPSE has a vital role in promoting and encouraging this involvement. And, it is with this role timely in mind, and in order that they can be seen for what they are -- a set of linked and mutually reinforcing proposals -- that the recommendations contained in this report are now reassembled and presented as a whole.

That COPSE develop a statement of its vision, program and agenda for the development of the PSE system over the next five years and circulate it widely.

That Council's priorities for PSE be stated clearly and distributed widely.

That the Minister prepare and deliver an annual presentation on "The Manitoba PSE System".

That Council raise its profile, become more proactive, and place greater emphasis on matters of PSE policy.

That COPSE annually carry out or commission research on at least two issues of particular relevance to the Manitoba System of PSE.

That the Minister and the government routinely seek the advice of COPSE on all matters of public policy affecting the province's system of PSE.

That high priority be given to improving COPSE's consultation process with stakeholder groups and that the Secretariat prepare and present to Council a strategy paper outlining how this improvement might best be achieved.

That the Chairperson of COPSE make an annual presentation to the Premier's Economic Advisory Council on the contribution of the PSE system to the economic development of the province.

That Council clarify its role, within the framework provided by the Minister, in the establishment of priorities for the PSE system as a whole.

That the operations of CEI be fully integrated into the administrative structure of the COPSE Secretariat.

That the reporting relationships between COPSE, the Minister and the government be clarified.

That selection criteria be developed, and a nominations process introduced, to assist in the identification and subsequent appointment of future members of COPSE.

That the issue of COPSE's internal committee structure be revisited and more inclusive mechanisms such as task forces be encouraged.

That Council create additional initiatives aimed at developing greater articulation between and within colleges and universities.

That Council build on its successful use of funding envelopes to promote system restructuring and the introduction of new programs.

That the annual Estimates submissions of individual colleges and universities be circulated for information among all PSE institutions.

That Council consider ways of providing appropriate feedback to PSE institutions on Estimates submissions.

That the Secretariat produce and distribute a user-friendly handbook describing the functions of COPSE and its activities.

That job descriptions for the Chair, Vice Chair and members of COPSE be prepared along with orientation procedures and materials for new members.

That the Secretariat's information and communications function be strengthened by the appointment of a staff member with specific responsibilities in this area.

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APPENDICES

Appendix A. *Council on Post-Secondary Education Act*

Appendix B. Letter of Invitation from the Minister of Advanced Education

Appendix C. COPSE Organizational Chart

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Appendix E. Consent Form and Questionnaire

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Appendix A. Council on Post-Secondary Education Act

CHAPTER C235
THE COUNCIL ON POST-SECONDARY
EDUCATION ACT
(Assented to November 19, 1996)

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CHAPTER C235
THE COUNCIL ON POST-SECONDARY EDUCATION ACT
(Assented to November 19, 1996)

WHEREAS the creation and sharing of knowledge in an atmosphere of open and critical thought is essential to meaningful citizenship and participation in a democratic society;

AND WHEREAS universities and colleges are among Manitoba's principal assets and a main instrument to ensure the long-term social, cultural and economic well-being of the province and its citizens;

AND WHEREAS it is essential to promote excellence in the post-secondary education system while ensuring that it provides choice and accessibility for students and makes the best use of available resources;

AND WHEREAS post-secondary education must be well-coordinated in order to establish a basis for broader, future-oriented partnerships among the universities, among colleges, between universities and colleges, and between post-secondary institutions and government;

AND WHEREAS it is in the public interest to enact legislation that establishes a council to plan and coordinate, in consultation with universities and colleges, a strong and dynamic post-secondary education system in the province that is nationally and internationally competitive;

THEREFORE HER MAJESTY, by and with the advice and consent of the Legislative Assembly of Manitoba, enacts as follows:

DEFINITIONS

Definitions

1 In this Act,

"board" means the board of governors or board of regents of a university or college; («conseil»)

"college" means a college established under The Colleges Act; («collège»)

"collegiate program" means a program that is taken to attain secondary school standing or that is approved by the minister under The Education Administration Act; («programme d'études collégiales»)

"council" means the Council on Post-Secondary Education established in section 2; («Conseil»)

"denominational theological program" means a program or subject for which

credits are given only for a degree or diploma in theology; («programme
d'études en théologie confessionnelle»)
"Fund" means the Post-Secondary Grants Fund referred to in section 19;
(«Fonds»)
"minister" means the member of the Executive Council charged by the
Lieutenant Governor in Council with the administration of this Act;
(«ministre»)
"post-secondary education" means education in programs and subjects
normally offered by universities or colleges, but does not include a
collegiate program or a denominational theological program; («enseignement
postsecondaire»)
"student" means a student of a university or college; («étudiant»)
"university" means
(a)The University of Manitoba,
(b)a college declared to be affiliated with The University of Manitoba
under The University of Manitoba Act, and
(c)a university established under The Universities Establishment Act.
(«université»)
Table of Contents
COUNCIL ON POST-SECONDARY EDUCATION
Council established
2(1) The Council on Post-Secondary Education is established as a body
corporate.
Corporations Act does not apply
2(2) The Corporations Act does not apply to the council except to the
extent determined by the Lieutenant Governor in Council.
Table of Contents
Mandate of the council
3(1) The mandate of the council is to plan and coordinate the development
of a post-secondary education system in the province that promotes
excellence in and accessibility to education, supports the coordination
and integration of services and facilities, and promotes fiscal
responsibility.
Limitation
3(2) In carrying out its mandate, the council may not interfere with
(a)the basic right of a university or college to formulate academic
policies and standards;
(b)the independence of a university or college in fixing standards of

admission and of graduation; or
(c)the independence of a university or college in the appointment of
staff.
Table of Contents
Relationship to government
4 In carrying out its mandate, the council shall
(a)act as an intermediary between post-secondary institutions and the
government; and
(b)operate within a framework of accountability established by the
minister, who may give the council general direction on matters that
relate to its mandate and that are, in the minister's opinion, of
significant public interest.
Table of Contents
Members
5(1) The council is to consist of 11 members appointed by the Lieutenant
Governor in Council.
Term of appointment
5(2) The members are to be appointed for the term fixed in the order
appointing them, which must not exceed three years.
Two terms only
5(3) Members of the council are eligible to serve no more than two
consecutive terms.
After term expires
5(4) A member whose term expires continues to hold office until
reappointed or a successor is appointed.
Vacancy
5(5) The Lieutenant Governor in Council may fill a vacancy on the council
by appointing a person to fill the unexpired term of the former member,
and an appointment to an unexpired term is not to be considered as a term
of office for the purpose of subsection (3).
Vacancy does not impair the council's powers
5(6) A vacancy in the membership of the council does not impair the
capacity of the remaining members of the council to act.
Remuneration and expenses
5(7) Members are to be paid the remuneration and expenses that the
Lieutenant Governor in Council determines.
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Chairperson and vice-chairperson
6(1) The Lieutenant Governor in Council shall designate one of the members
of the council as chairperson and another as vice-chairperson of the
council.
Duties of chairperson
6(2) The chairperson is to preside over meetings of the council.

Duties of vice-chairperson
6(3) If the chairperson is absent or otherwise unable to act or if the office is vacant, the vice-chairperson has all the powers and shall perform the duties of the chairperson.
Table of Contents
Quorum
7 A majority of the members constitute a quorum of the council.
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By-laws
8 In consultation with the minister, the council may make any by-laws it considers necessary for the administration of its affairs, including by-laws to establish committees.
Table of Contents
Staff
9 There may be appointed as provided in The Civil Service Act any officers and employees that are necessary to carry out the work of the council and the administration of this Act.
Table of Contents
Capacity and powers
10(1) For the purpose of carrying out its mandate, the council has the capacity and powers of a natural person, except that it may not acquire, hold or dispose of an interest in real property, other than a leasehold interest, without first obtaining the approval of the Lieutenant Governor in Council.
Council agent of Her Majesty
10(2) The council is an agent of Her Majesty in right of the province.
DUTIES AND POWERS
Table of Contents
Duties
11 To carry out its mandate, the council shall
(a)assess, on an ongoing basis, the post-secondary educational needs of the province and the ability of universities and colleges to meet those needs;
(b)within a framework established by the minister and after consultation with the universities and colleges and with students,
(i)determine priorities in the provision of post-secondary education, and
(ii)in accordance with those priorities, allocate funding to universities and colleges, or to programs within universities or colleges, with a view to avoiding unnecessary duplication of effort and expense within the

post-secondary education system;
(c) advise and assist universities and colleges in planning for the development and delivery of academic programs, services and facilities;
(d) advise and assist universities and colleges in the development of a clear mandate for each institution;
(e) develop and implement, in cooperation with universities and colleges, accountability requirements for each university and college for the core functions of teaching, research and service, including the development of consistent and effective criteria for measuring their performance;
(f) facilitate the implementation of appropriate credit transfer arrangements between universities and colleges;
(g) exercise the powers and duties delegated to the council by the minister under section 6 of The Colleges Act; and
(h) advise the government on post-secondary education and related matters in the province.

Table of Contents

Powers

12 The council may
(a) review and evaluate post-secondary programs and services and any other related matters;
(b) in consultation with the universities and colleges, develop policies for specialization and cooperation in the delivery of post-secondary programs and services;
(c) require a university or college to provide to the council, in the form and within the time period requested by the council, any financial or other information that the council considers necessary;
(d) recommend to the minister that the government enter into agreements and cooperative arrangements with extra-provincial authorities in order to provide Manitobans with access to post-secondary programs and services not available in the province;
(e) in consultation with the universities and colleges and with students, establish policies for tuition fees charged by universities and colleges;
(f) appoint a person or a committee to review and report on any matter concerning a university or college;
(g) request the auditor of a university or college to provide reports to

the council on any matter related to the finances of the university or college;

(h) request the auditor of a university or college to undertake additional audits or other work in relation to the university or college and to report on that audit or other work to the council.

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Administrative duties

13 The council shall

(a) manage the business and affairs of the council and ensure that they are conducted in accordance with this Act;

(b) hold regularly scheduled meetings and any other meetings that it considers appropriate;

(c) prepare and maintain full and accurate records of its proceedings, transactions and finances;

(d) develop and maintain a multi-year operating and program plan; and

(e) at least every five years, conduct an organizational and operational review of the council in accordance with guidelines provided by the minister.

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Power to regulate programs - definition

14(1) In this section, "program of study" means a group of credit courses that leads to the granting of a degree, diploma or certificate by a university or college.

Regulating programs

14(2) A university or college that wishes to establish, make significant modifications to, or cease to provide a program of study, service or facility involving money at the disposal of the council shall first obtain the council's written approval.

Terms and conditions

14(3) After advising the minister, the council may grant an approval under subsection (2) for a limited period or may impose other terms and conditions on an approval, and a university or college shall comply with any terms and conditions that are imposed.

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Fiscal year

15 The fiscal year of the council is the period from April 1 to March 31 of the following year.

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Annual report

16(1) Within six months after the end of each fiscal year, the council shall prepare and submit to the minister an annual report of its operations during that fiscal year, and the report must include audited financial statements and any other information that the minister requests.

Tabling report

16(2) The minister shall lay the report of the council before the Legislative Assembly if it is in session, and if it is not, the minister shall without delay make the report public and, within 15 days after the beginning of the next session, lay a copy of the report before the Legislative Assembly.

Further information

16(3) The council shall provide the minister with any financial or other information that the minister may request.

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Accounting

17(1) The council shall establish and maintain an accounting system satisfactory to the minister.

Auditor

17(2) The records, accounts and financial transactions of the council shall be audited annually by the Auditor General, and the costs of the audit shall be paid out of the Fund.

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FINANCIAL SUPPORT FOR UNIVERSITIES AND COLLEGES

Annual funding plan

18(1) Before the beginning of each fiscal year, the council shall

(a)inquire into the financial requirements of universities and colleges; and

(b)prepare an annual funding plan that includes a budget for that fiscal year indicating

(i)the grants that the council proposes to make to universities and colleges for operating and capital purposes and for special purposes, and

(ii)the amount required for the operation of the council.

Plan submitted to the minister

18(2) The council shall submit the annual funding plan it prepares under clause (1)(b) to the minister for approval in the form and at the time specified by the minister.

Limit on financial commitments

18(3) Except with the written approval of the minister, the council shall

not make any expenditure commitments that are not within the financial limits set by the annual funding plan.

Table of Contents

Fund continued

19 The University Grants Fund is continued as the Post-Secondary Grants Fund, from which the council may make grants authorized under this Act and pay the costs related to providing those grants.

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Banking

20 The money in the Fund shall be deposited in a financial institution, except as otherwise provided in subsections 21(3) and (4).

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Money to be paid from Consolidated Fund

21(1) Amounts required for the conduct and operations of the Fund shall be paid to the council out of money appropriated by the Legislature for the purpose of the council.

Consideration of grants in lieu of taxes

21(2) Amounts paid under subsection (1) shall take into consideration the obligation of universities and colleges to pay grants under Part 10, Division 7 (grants in lieu of taxes) of The Municipal Act.

Temporary investment

21(3) If at any time the balance at the credit of the Fund exceeds the amount required for the council's immediate purposes, the council shall pay over the excess to the Minister of Finance to be invested for the council, and the interest earnings are to be credited to the council's account in the Consolidated Fund.

Reserves

21(4) Notwithstanding The Financial Administration Act, with the approval of the minister and subject to any terms that the minister may impose, the council may establish and maintain any reserves that it considers necessary or advisable, and money set aside for reserves must be paid to the Minister of Finance to be invested for the council.

Table of Contents

Advances

22(1) To provide the council with working capital, the Minister of Finance, when requested to do so by the minister and with the approval of the Lieutenant Governor in Council, may advance to the council for use as working capital, without legislative authority or appropriation other than

this section, such amounts as the minister requests.

Repayment of advance

22(2) An amount advanced under subsection (1) shall be repaid in the manner and on such terms and conditions, including the payment of interest, as the Minister of Finance may fix.

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REQUIREMENTS FOR UNIVERSITIES AND COLLEGES

Budgets of universities and colleges

23(1) Each university and college shall submit to the council, at the time and in the form specified by the council, any comprehensive financial plans, budgets, financial statements, reports or other information that the council requests.

Division of accounts

23(2) In any financial information submitted to the council, the assets, liabilities, reserves and other accounts relating to collegiate programs and denominational theological programs shall be identified separately from assets, liabilities, reserves and other accounts of other university or college operations.

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Annual report

24(1) After the end of each fiscal year, a board shall prepare and submit to the council and the minister an annual report of the operations of the university or college during that fiscal year, and the report must include audited financial statements and any other information that the minster may request.

When submitted

24(2) The annual report of a university shall be submitted within six months after the end of each fiscal year and the annual report of a college shall be submitted within four months after the end of each fiscal year.

Tabling report

24(3) The minister shall lay the report of the university or college before the Legislative Assembly if it is in session, and if it is not, the minister shall without delay make the report public and, within 15 days after the beginning of the next session, lay a copy of the report before the Legislative Assembly.

Further financial information

24(4) A board shall, within 10 days after receiving a written request from the minister, provide the minister with any financial information that is specified in the request.

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Restrictions on incurring liability

25 Notwithstanding any other Act, a university or college shall not incur any liability or make any expenditure in a fiscal year beyond

(a) the unexpended amount of the grants made to it by the council; and

(b) its estimated revenue from other sources to the end of that fiscal year;

unless an estimate of the liability or expenditure has first been submitted to and approved by the council.

GENERAL PROVISIONS

Table of Contents

Minister's power to review council's mandate

26(1) The minister may appoint a person or a committee to review and report on the mandate of the council or any other matter concerning the council or this Act.

Access to records and information

26(2) A person or committee appointed under subsection (1) may examine and inspect any records, documents or things in the possession or under the control of the council and make any inquiries the person or committee considers necessary.

Records must be provided

26(3) The person having custody of the records, documents or things referred to in subsection (2) shall make them available to the person or committee appointed by the minister at the time they are requested.

Table of Contents

Protection from liability

27 No action or proceeding may be brought against the council, a member of the council, or an officer, employee or agent of the council for any act done in good faith in the performance or intended performance of a duty or in the exercise or intended exercise of a power under this Act, or for any neglect or default in the performance or exercise in good faith of such duty or power.

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Regulations

28 The Lieutenant Governor in Council may make regulations respecting any

matter or thing that the Lieutenant Governor in Council considers necessary or advisable to carry out the intent and purpose of this Act.

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29 NOTE: This section contained consequential amendments to The University of Manitoba Act which are now included in that Act.

Table of Contents

Repeal

30 The Universities Grants Commission Act, R. S. M. 1987, c. U50, is repealed.

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C.C.S.M. reference

31 This Act may be cited as The Council on Post-Secondary Education Act and referred to as chapter C235 of the Continuing Consolidation of the Statutes of Manitoba.

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Coming into force

32 This Act comes into force on a day fixed by proclamation.

NOTE:S.M. 1996, c. 38 was proclaimed in force April 28, 1997.

Appendix B. Letter of Invitation from the Minister of Advanced Education

Dear

As you may be aware, The *Council on Post-Secondary Education Act* requires that Council be reviewed at least every five years. The requirement for a five-year review is a common element in legislation that establishes agencies and organizations. Such reviews help to ensure that processes and structures remain relevant. Section 13(e) of the *COPSE Act* states:

> **Administrative Duties**
> **13** The council shall
> ...
> (e) at least every five years, conduct an organizational and operational review of the council in accordance with guidelines provided by the minister

The first five-year period of the Council began in April 1997, and ended in March 2002.

I am writing to advise you that your name has been forwarded as a contact with regard to an organizational and operational review of the Council on Post-Secondary Education. Your insights based on experience with the post-secondary system will be a valuable contribution to the review.

Dr. John Mallea, former president of Brandon University has been engaged to conduct the review. Dr. Mallea has a long and distinguished career in academia, and his expertise and experience in post-secondary education commend him well to the task of reviewing COPSE's first five years. A brief biographical sketch of Dr. Mallea is attached for your information.

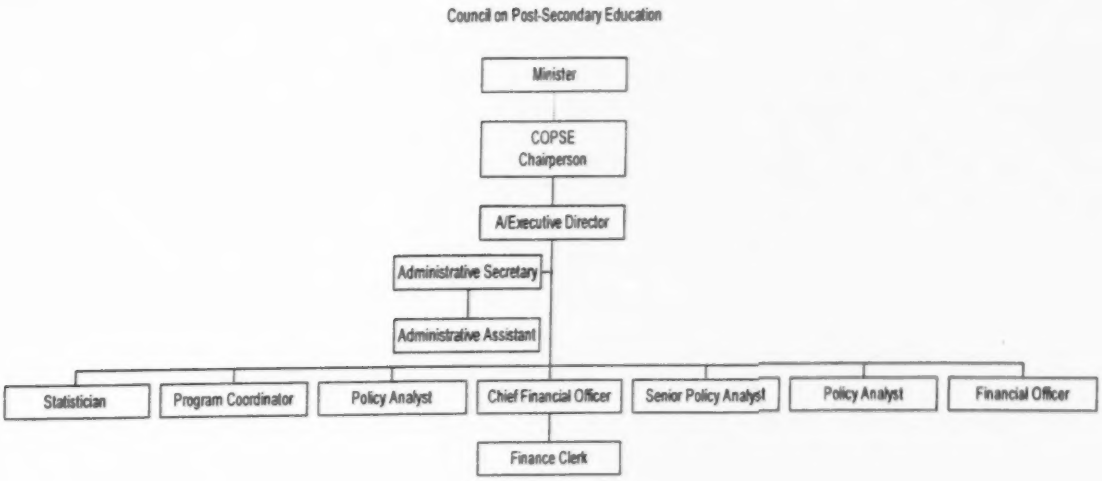
I have asked Dr. Mallea to complete his work by the end of August 2002. I would expect that Dr. Mallea will be contacting you in the next few months to discuss organizational and operational issues related to the Council, and your perspectives on the subject. Dr. Mallea would like to meet with representatives from the various constituencies at each institution on the same day, and has requested that the president's office of each institution coordinate this activity.

For your information, I have included a copy of the Terms of Reference for the review. I would like to thank you in advance for your cooperation with Dr. Mallea in this project.

Sincerely,

Diane McGifford
Minister

Appendix C. COPSE Organizational Chart



Appendix D. List of Persons Interviewed

Individuals

Mr. Richard (Dick) Dawson
Past Chair, COPSE
127 Chataway Blvd
Winnipeg, Mb R3P 0A2

Dr. Dennis Anderson (by telephone)
Past President
Brandon University
Brandon, Mb R7A 6A9

Dr. Marsha Hanen (by telephone)
Past President
University of Winnipeg
4728 Hillwood Road
Victoria, BC V8Y 2S1

Dr. Leo Letourneau
Former Executive Director,
COPSE
450 Valade St.
St. Boniface, Mb R2H 2G3

Ms. Louise Gordon
Acting Executive Director, COPSE
330 Portage Ave., 4th Fl.
Winnipeg, Mb R3C 0C4

Mr. Dan Smith
Senior Policy Analyst, COPSE
330 Portage Ave., 4th Fl.
Winnipeg, Mb R3C 0C4

Dr. Noralou Roos, Professor and Director
Canada Research Chair in Population Health Research
Manitoba Centre for Health Policy
Faculty of Medicine
University of Manitoba
727 McDermotAve.
Winnipeg, Mb R3E 3P5

Don Robertson
Executive Director
The Manitoba First Nations Education Resource Centre
The Manitoba First Nations Education Resource Centre
1214 Fife Street
Winnipeg, Mb R2X 2N6

Charles Loewen
Board Chair and CEO
Loewen Windows
Box 2260
Steinbach, Mb R0A 2A0

Sharon McKay
Superintendent of Student Services
Keewatin Tribal Council
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Thompson Mb R8N 0L6

Kevin Kavanagh
Business Council of Manitoba
1201-191 Lombard Ave.
Winnipeg, Mb R3B 0X1

Sanford Riley, Chair (by telephone)
Business Council of Manitoba
1201-191 Lombard Ave.
Winnipeg, Mb R3B 0X1

David Friesen, President (by telephone)
Friesens Corporation
One Printers Way
Altona, Mb R0G 0B0

Universities and Colleges

Dr. Emöke Szathmáry
President & Vice-Chancellor
University of Manitoba
Room 202 Administration Building
Winnipeg Mb R3T 2N2

Wayne Anderson, Chair
Board of Governors
University of Manitoba
Room 313 Administration Building
Winnipeg Mb R3T 2N2

Dr. Joanne Keselman (by telephone)
Vice-President, Research
University of Manitoba
Winnipeg Mb R3T 2N2

Professor Richard Lobdell
Vice-Provost
University of Manitoba
Winnipeg Mb R3T 2N2

Dr. Constance Rooke
President & Vice Chancellor
University of Winnipeg
515 Portage Avenue
Winnipeg Mb R3B 2E9

David Sellen, Chair
Board of Regents
University of Winnipeg
515 Portage Avenue
Winnipeg Mb R3B 2E9

Dr. Louis Visentin
President & Vice-Chancellor
Brandon University
270-18th Street
Brandon Mb R7A 6A9

Jake Janzen, Chair
Board of Governors
Brandon University
270-18th Street
Brandon Mb R7A 6A9

Dr. Paul Ruest, Rector
Collège universitaire de Saint-Boniface
200, avenue de la Cathédrale
Winnipeg Mb R2H 0H7

Pierre Beaudoin, Président
Board of Governors
Collège universitaire de Saint-Boniface
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Dr. Gerald Gerbrandt
Canadian Mennonite University
500 Shaftesbury Blvd.
Winnipeg, Mb R3P 2N2

Dean Harry Huebner
Canadian Mennonite University
500 Shaftesbury Blvd.
Winnipeg, Mb R3P 2N2

Dr. Tony Bos, President
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P.O. Box 3000
The Pas Mb R9A 1M7

Valerie Beckingham
Vice President Academic
Keewatin Community College
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The Pas Mb R9A 1M7

Ms Jacqueline Thachuk, President
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Winnipeg Mb R3H 0J9

Mr. Ken Wall
Vice-President (Academic)
Red River College
2055 Notre Dame Ave.
Winnipeg, Mb R3H 0J9

Mr. William Regehr
Chair, Board of Governors
Room C708 – 2055 Notre Dame Ave.
Winnipeg Mb R3H 0J9

Mr. Brent Mills, President
Assiniboine Community College
1430 Victoria Avenue
Brandon Mb R7A 2A9

Al Patterson, Chair
Board of Governors
Assiniboine Community College
1430 Victoria Avenue
Brandon Mb R7A 2A9

Student Associations

Mr. Nicholas Louizos, President
University of Manitoba
Students' Union
Room 101 University Centre
Winnipeg Mb R3T 2N2

Ms. Larissa Ashdown, President
University of Winnipeg Students' Association
OR30-515 Portage Avenue
Winnipeg Mb R3B 2E9

Ms Carla Harris, President
Brandon University Student Union
Brandon University
270-18th Street
Brandon Mb R7A 6A9

Mr. Youness Moustarzak, Président
L'Association des étudiants du
Collège universitaire de Saint-Boniface
200, avenue de la Cathédrale
Winnipeg Mb R2H 0H7

Mr. Wade Winmill, President
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David Lyman, President
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Margaret Carlyle
Liaison (Manitoba)
Canadian Federation of Students
University of Winnipeg
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Faculty Associations

Dr. Richard Henley, Past President
Manitoba Organization of Faculty Associations
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Tom Mitchell
Manitoba Organization of Faculty Associations
Archivist, Brandon University
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Prof. Mark Gabbert, President
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M. Jean Lafontant
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Winnipeg, Mb R2H 0H7

Government of Manitoba

Hon. Diane McGifford
Minister of Advanced Education and Training
Government of Manitoba
450 Broadway Avenue
Winnipeg, Mb R3C 0V8

Benjamin Levin, Deputy Minister
Ministry of Advanced Education and Training
Government of Manitoba
450 Broadway Avenue
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John Clarkson, Deputy Minister (by telephone)
Ministry of Energy, Science and Technology
Government of Manitoba
450 Broadway Avenue
Winnipeg, Mb R3C 0V8

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Executive Director
Ministry of Advanced Education CEI
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Appendix E. Consent Form and Questionnaire

Review of Council on Post-Secondary Education (COPSE)

Province of Manitoba

Summer 2002

CONSENT FORM

You are being asked to participate voluntarily in a Review of the mandate and performance of the Manitoba Council on Post-Secondary Education as provided for in Article 26(1) of *The Council on Post-Secondary Education Act (1997).* Your individual answers and comments in the questionnaire and interview will not be shared or presented in any way that would identify you as the source. Responses will be presented in aggregate form.

It is hoped that the Review will be completed and submitted to the Minister, The Honourable Diane McGifford, by the end of August 2002. At the conclusion of the Review, the information collected will be destroyed by the Reviewer.

I, the undersigned, agree to participate in the Review and give permission for my responses to the questionnaire and interview to be used as indicated above.

Signature of Participant: _____

Date: _____

Review of
The Council on Post-Secondary Education (COPSE)-Manitoba, 2002

Reviewer: Dr. John R. Mallea

Questionnaire

This questionnaire is designed to assess the performance of COPSE-Manitoba in fulfilling its mandate as laid out in *The Council in Post-Secondary Education Act (1997)* and the Terms of Reference provided by the Minister of Advanced Education. Please take time to complete the questionnaire carefully and return it to the reviewer, Dr. John Mallea.

Indicate the Stakeholder Category and the Post-Secondary Education (PSE) sector to which you belong: student or faculty organization, administration, college or university board, other. Please read each question and respond using the rating scale that accompanies it. If you do not have an opinion, please circle the initials DK (Don't Know).

A. Respondent Information:

1. **Stakeholder Category (see above):** _____
2. **Sector (College, University, Other—please specify):** _____

B. Questionnaire:

POWERS, DUTIES AND MANDATE OF COPSE:

3. **How appropriate are COPSE's powers as outlined in *The COPSE Act*?**

10 9 8 7 6 5 4 3 2 1 DK

Very Appropriate Satisfactory Inappropriate

Comment: _____

_____

4. **How appropriate are the duties of COPSE as outlined in *The COPSE Act*?**

10 9 8 7 6 5 4 3 2 1 DK

Very Appropriate Satisfactory Inappropriate

Comment: _____

_____

5. **How well has COPSE performed in its role as an arms-length intermediary body between PSE institutions and the government?**

10 9 8 7 6 5 4 3 2 1 DK

Very well Satisfactorily Poorly

Comment: _____

_____

6. **Please give your perception of the performance of COPSE in its role as policy adviser to government.**

10 9 8 7 6 5 4 3 2 1 DK

Excellent Satisfactory Weak

Comment: _____

_____

7. **How well has COPSE carried out its mandate to plan and coordinate the development of the province's system of PSE?**

10 9 8 7 6 5 4 3 2 1 DK

Very well Satisfactorily Poorly

Comment: _____

_____

In carrying out its mandate, COPSE has respected:

8. **The basic right of a university or college to formulate academic policies and standards.**

10 9 8 7 6 5 4 3 2 1 DK

Strongly Agree Agree Neutral Disagree Strongly Disagree

Comment: _____

_____

The independence of a university or college to formulate academic policies and standards.

10 9 8 7 6 5 4 3 2 1 DK

Strongly Agree Agree Neutral Disagree Strongly Disagree

Comment: _____

_____

9. **The independence of a university or college in the appointment of staff.**

10 9 8 7 6 5 4 3 2 1 DK

Strongly Agree Agree Neutral Disagree Strongly Disagree

Comment: _____

_____

CONSULTATIVE ROLE:

10. How would you rate COPSE's overall performance in consulting with stakeholders?

10 9 8 7 6 5 4 3 2 1 DK

Excellent Satisfactory Weak

Comment:

_____

_____

11. How would you rate COPSE's performance in consulting with your stakeholder group?

10 9 8 7 6 5 4 3 2 1 DK

Excellent Satisfactory Weak

Comment:

_____

_____

12. How well would you rate COPSE's performance in its consultative role of helping institutions develop and implement accountability measures for teaching, research and service?

10 9 8 7 6 5 4 3 2 1 DK

Excellent Satisfactory Weak

Comment: _____

_____

13. **How well has COPSE performed in its consultative role of helping institutions develop consistent and effective criteria for the measurement of performance in teaching, research and service?**

10 9 8 7 6 5 4 3 2 1 DK

Excellent Satisfactory Weak

Comment: _____

_____

EXECUTIVE ROLE:

For questions 15-35, the higher the number, the higher the rating.

Please rate COPSE's decisions with respect to their being:

14. Timely: 1 2 3 4 5 6 7 8 9 10 DK
15. Objective: 1 2 3 4 5 6 7 8 9 10 DK
16. Consistent with a systems approach: 1 2 3 4 5 6 7 8 9 10 DK

17. Consultative: 1 2 3 4 5 6 7 8 9 10 DK
18. Balanced with social, cultural and economic priorities: 1 2 3 4 5 6 7 8 9 10 DK

Comment:

_____

_____

Please rate COPSE's performance in terms of:

19. Being proactive: 1 2 3 4 5 6 7 8 9 10 DK
20. Promoting program innovation: 1 2 3 4 5 6 7 8 9 10 DK
21. Encouraging institutions to cooperate
22. To avoid duplication: 1 2 3 4 5 6 7 8 9 10 DK
23. Fostering institutional links with the marketplace: 1 2 3 4 5 6 7 8 9 10 DK
24. Championing the value of PSE: 1 2 3 4 5 6 7 8 9 10 DK

Comment:

_____

_____

Please rate COPSE's system-based approach in terms of:

25. Cost effectiveness: 1 2 3 4 5 6 7 8 9 10 DK
26. Accessibility: 1 2 3 4 5 6 7 8 9 10 DK
27. Accountability: 1 2 3 4 5 6 7 8 9 10 DK
28. Orientation to stakeholders: 1 2 3 4 5 6 7 8 9 10 DK
29. Articulation and integration: 1 2 3 4 5 6 7 8 9 10 DK
30. Relevance: 1 2 3 4 5 6 7 8 9 10 DK
31. Focus on learner: 1 2 3 4 5 6 7 8 9 10 DK

Comment:

_____

_____

EFFECTIVENESS:

32. Please rate COPSE's overall performance in developing and implementing a systems-based approach to PSE.

10 9 8 7 6 5 4 3 2 1 DK

Excellent Satisfactory Weak

Comment: _____

_____

33. How would you rate COPSE's overall performance in helping shape priorities for PSE in the province?

10 9 8 7 6 5 4 3 2 1 DK

Excellent Satisfactory Weak

Comment: _____

_____

34. How would you rate COPSE's overall performance as an advocate for PSE?

10 9 8 7 6 5 4 3 2 1 DK

Excellent Satisfactory Weak

Comment: _____

_____

35. Please rate COPSE's performance overall in helping improve PSE participation rates.

10 9 8 7 6 5 4 3 2 1 DK

Excellent Satisfactory Weak

Comment: _____

_____

36. How would you rate COPSE's performance overall in avoiding unnecessary duplication of effort and expense within the province's system of PSE?

10 9 8 7 6 5 4 3 2 1 DK

Excellent Satisfactory Weak

Comment: _____

_____

37. How would you rate COPSE's performance overall in advising and assisting colleges and universities to plan, develop and deliver academic programs, services and facilities?

10 9 8 7 6 5 4 3 2 1 DK

Excellent Satisfactory Weak

Comment: _____

_____

How well has COPSE met its goal of promoting:

38. Excellence:

10 9 8 7 6 5 4 3 2 1 DK

Very well Satisfactorily Poorly

Comment: _____

_____

39. Accessibility:

10 9 8 7 6 5 4 3 2 1 DK

Very well Satisfactorily Poorly

Comment: _____

_____

40. Integration of services and facilities:

10 9 8 7 6 5 4 3 2 1 DK

Very well Satisfactorily Poorly

Comment: _____

_____

41. Promotion of fiscal stability:

10 9 8 7 6 5 4 3 2 1 DK

Very well Satisfactorily Poorly

Comment: _____

_____

42. Has COPSE succeeded in helping avoid unnecessary duplication of effort and expense in the provision of PSE in the province?

10 9 8 7 6 5 4 3 2 1 DK

Agree Neutral Disagree

Comment:

_____

_____

43. How well has COPSE achieved its aim of promoting greater articulation between PSE institutions in the province?

10 9 8 7 6 5 4 3 2 1 DK

Very well Satisfactorily Poorly

Comment: _____

_____

44. Please rate COPSE's performance in helping implement a system of credit transfer between PSE institutions in the province?

10 9 8 7 6 5 4 3 2 1 DK

Excellent Satisfactory Weak

Comment: _____

_____

PROGRAM APPROVAL PROCESS:

For questions 46-52, the higher the number, the higher the rating.

Please rate COPSE's conduct of its program approval process in terms of:

45. Identifying system priorities: 1 2 3 4 5 6 7 8 9 10 DK

46. Developing policies for inter-institutional cooperation and specialization: 1 2 3 4 5 6 7 8 9 10 DK

47. Reviewing and evaluating proposed and existing post-secondary programs and services: 1 2 3 4 5 6 7 8 9 10 DK

48. Rationalizing programs to avoid duplication: 1 2 3 4 5 6 7 8 9 10 DK

49. Determining priorities in the provision of PSE: 1 2 3 4 5 6 7 8 9 10 DK

Comment:

_____

_____

50. How well are COPSE's Program Approval and Appeal Processes working?

10 9 8 7 6 5 4 3 2 1 DK

Very Well Satisfactorily Poorly

Comment:

_____

_____

51. How might COPSE's decision-making process be improved?

Comment: _____

_____

FUNDING PROCESS:

For questions 55-59, the higher the number, the higher the rating.

Please rate the effectiveness of the following elements of COPSE's funding process:

52. Block Grant: 1 2 3 4 5 6 7 8 9 10 DK

53. Strategic Program Envelope: 1 2 3 4 5 6 7 8 9 10 DK

54. System Restructuring Envelope: 1 2 3 4 5 6 7 8 9 10 DK

55. Capital Envelope: 1 2 3 4 5 6 7 8 9 10 DK

56. Estimates Process: 1 2 3 4 5 6 7 8 9 10 DK

Comment:

_____

_____

57. How might the current funding process be improved?

Comment: _____

_____

Please rate COPSE's Annual Funding Plan rationales in terms of:

58. Transparency:

10 9 8 7 6 5 4 3 2 1 DK

Highly Transparent Vague

Comment: _____

_____

59. Fairness:

10 9 8 7 6 5 4 3 2 1 DK

Very Fair Unfair

Comment: _____

_____

SECRETARIAT:

60. How would you rate the overall performance of the COPSE Secretariat?

10 9 8 7 6 5 4 3 2 1 DK

Excellent Satisfactory Weak

Comment:

_____

_____

61. Please rate the COPSE Secretariat's responsiveness to institutional/organizational requests for assistance.

10 9 8 7 6 5 4 3 2 1 DK

Excellent Satisfactory Weak

Comment:

_____

_____

62. Please rate the COPSE Secretariat's performance in communicating with your institution/organization/agency.

10 9 8 7 6 5 4 3 2 1 DK

Excellent **Satisfactory** **Weak**

Comment:

_____

_____

63. How helpful is the COPSE Secretariat Annual Report in helping you better understand the work of the Council?

10 9 8 7 6 5 4 3 2 1 DK

Very Helpful Satisfactory Unhelpful

Comment:

_____

_____

How reasonable are the COPSE Secretariat's requests for information in terms of type, amount and timing:

64. Type:

10 9 8 7 6 5 4 3 2 1 DK

Very Reasonable Satisfactory Unreasonable

Comment:

_____

_____

65. Amount:

10 9 8 7 6 5 4 3 2 1 DK

Very Reasonable Satisfactory Unreasonable

Comment:

_____

_____

66. Timing:

10 9 8 7 6 5 4 3 2 1 DK

Very Reasonable Satisfactory Unreasonable

Comment:

_____

_____

67. Please rate the COPSE Secretariat's performance in providing research and analysis on PSE issues:

10 9 8 7 6 5 4 3 2 1 DK

Excellent Satisfactory Weak

Comment:

_____

_____

INSTITUTIONAL IMPACT:

Please rate the impact of COPSE on your institution in the following areas:

68. Budgetary Process:

10 9 8 7 6 5 4 3 2 1 DK

Considerable Impact Moderate Impact Little or No Impact

Comment:

_____

_____

69. Program Planning:

10 9 8 7 6 5 4 3 2 1 DK

Considerable Impact Moderate Impact Little or No Impact

Comment: _____

_____

70. Program Quality:

10 9 8 7 6 5 4 3 2 1 DK

Considerable Impact Moderate Impact Little or No Impact

Comment: _____

_____

71. Please rate COPSE's responsiveness overall to the PSE needs of Aboriginal learners.

10 9 8 7 6 5 4 3 2 1 DK

Very responsive Satisfactory Unresponsive

Comment: _____

_____

72. Please rate COPSE's performance in encouraging the use of Prior Learning Assessment and Recognition.

10 9 8 7 6 5 4 3 2 1 DK

Excellent Satisfactory Weak

Comment: _____

_____

73. Please rate COPSE's performance in maximizing the use of Communications Technology.

10 9 8 7 6 5 4 3 2 1 DK

Excellent Satisfactory Weak

Comment: _____

_____

74. Please rate the value of the Manitoba Graduates Follow-Up Survey.

10 9 8 7 6 5 4 3 2 1 DK

Very Valuable Satisfactory Little or No Value

Comment:

_____

_____

75. Please rate the performance of COPSE in establishing a standardized methodology for identifying program costs and measuring enrolments.

10 9 8 7 6 5 4 3 2 1 DK

Very Valuable Satisfactory No Value

STRUCTURE OF COPSE:

76. Do you agree or disagree that the current size of the Council (11 members) is appropriate?

10 9 8 7 6 5 4 3 2 1 DK

Strongly Agree Disagree

Comment:

_____

_____

77. Do you agree or disagree that the membership on Council is appropriate?

10 9 8 7 6 5 4 3 2 1 DK

Strongly Agree Disagree

Comment:

_____

_____

78. Are there advantages to be gained in changing the current structure of COPSE? If yes, what are they?

Comment: _____

_____

79. Are there disadvantages to changing the current structure of COPSE? If yes, what are they?

Comment: _____

_____

RELATIONSHIP OF COPSE TO MINISTER AND GOVERNMENT:

80. How transparent is the relationship of COPSE to the Minister?

10 9 8 7 6 5 4 3 2 1 DK

Very Transparent Satisfactory Not Transparent

Comment:

_____

_____

81. How transparent is the relationship of COPSE to the Government?

10 9 8 7 6 5 4 3 2 1 DK

Very Transparent Satisfactory Not Transparent

Comment:

_____

_____

82. How well do you understand the relationships between COPSE, the Minister and the Government?

10 9 8 7 6 5 4 3 2 1 DK

Very Well Satisfactorily Poorly

Comment:

_____

_____

83. How appropriate is COPSE's relationship to the Minister and the Government?

10 9 8 7 6 5 4 3 2 1 DK

Very Appropriate Satisfactory Inappropriate

Comment:

_____

_____

POTENTIAL EXPANSION OF COPSE MANDATE:

84. Should COPSE's mandate be expanded to deal with Student Aid?

10 9 8 7 6 5 4 3 2 1 DK

Agree Neutral Disagree

Comment:

_____

_____

85. Should COPSE's mandate be expanded to include Private PSE?

10 9 8 7 6 5 4 3 2 1 DK

Agree Neutral Disagree

Comment:

_____

_____

86. Should COPSE's mandate be expanded to include Faith-Based PSE?

10 9 8 7 6 5 4 3 2 1 DK

Agree Neutral Disagree

Comment:

_____

_____

87. Should COPSE's mandate be expanded to cover all forms of Training at the PSE Level?

10 9 8 7 6 5 4 3 2 1 DK

Agree Neutral Disagree

Comment:

_____

_____

88. Should COPSE address the issue of international relations in PSE?

10 9 8 7 6 5 4 3 2 1 DK

Agree Neutral Disagree

Comment:

_____

_____

89. Should COPSE monitor developments in Trade in PSE Services?

10	9	8	7	6	5	4	3	2	1	DK
Agree					Neutral				Disagree	

Comment:

_____

_____

90. Are there other issues in PSE that COPSE should be addressing?

Comment:

_____

_____

91. Please indicate briefly what you consider to be the areas of COPSE's major strengths and limitations.

Strengths:

_____

_____

_____

Limitations:

_____

_____

_____

Notes with respect to the analysis of the Questionnaire Data:

1. Questions 22, 48 and 59 were omitted from the analysis.
2. Question 60 did not have a Likert Scale.

Appendix F. MOFA Comments on COPSE Review

MOFA Comments on COPSE Review

We start with a few caveats. First, the following document has not been closely reviewed and approved by the MOFA Council. Time simply did not permit such a detailed examination. As President of MOFA, I (Jim Clark) must take primary responsibility for these thoughts. They are based on my experiences over the past 11 years in Manitoba, over the past 6 years or more involved in MOFA, including last year and this as President, wide reading on university education in Manitoba and elsewhere, as well as parallel experiences with the Maritime Provinces Higher Education Commission a number of years ago. I believe that these concerns would be shared, at least in part, by our member organizations and many individual faculty.

A second caveat is that we focus here on weaknesses in the current system, in the hope that an even stronger system will be developed in the future by correcting these weaknesses (where deemed appropriate). But our relationships with COPSE, previous Ministers of Education, and the current Advanced Minister of Education, have largely been positive ones, and we would like to acknowledge that at the outset. COPSE and others have been receptive to our requests for meetings, have listened attentively to our submissions, have questioned our points in a thoughtful manner, and, on at least several occasions, appear to have responded constructively to our ideas. We trust that these positive aspects of our relationship will be continued as the system is further improved, although we appreciate also that there is some danger that criticism of COPSE and its political masters, no matter how constructively intended, could have some negative consequences.

A final caveat is that MOFA is primarily concerned with University Teaching and Research in the Province, and has less direct involvement in other aspects of the PSE system. But given limited funds and sometimes competing demands, it is inevitable that our interests overlap with those of other stake-holders in PSE education. Nonetheless, our advocacy for Universities should not be taken as a devaluation of other PSE institutions and programs.

The approach that we take below is essentially to document cases that illustrate where the existing system appears inadequate to ensure the thoughtful and critical (i.e., Academic?) evaluation of PSE initiatives in Manitoba. In essence, we think that such cases illustrate concretely the need for systematic modification of the status quo with respect to COPSE and its relationships to Government, Institutions, and the wider community.

Factors Contributing to Questionable PSE Decisions

To provide a clearer idea of the intent of the following examples, we identify here some general limitations of the current PSE decision-making process. These limitations are responsible at least in part for what we perceive as questionable decisions about PSE in Manitoba since the inception of COPSE.

1. Composition of COPSE

Other than the number of members, there is little specification of the composition of the COPSE council. This is, we feel, a major limitation of the current system. We feel that it can be particularly difficult for people outside the academic community to appreciate certain fundamentally important aspects of University Teaching and Research (e.g., basic vs. applied research, value of Liberal Arts education, graduate education, research funding). A lack of appreciation for these and like university values could have profound influences (e.g., a perhaps-misguided efforts to divert more funds to applied programs and research).

We do not see that applied programs (e.g., Community Colleges) experience this same gulf between the academic and lay communities. People accept the importance of relevance, of jobs, of research on health, and the like in ways that are more direct than their understanding of liberal arts and of basic research or scholarship. Unless they are deeply involved in academics, they are not likely to know that university graduates actually make out as well or better in the job-market than do community college graduates, that most applications ultimately derive from non-relevant basic research, or that seemingly-aloof studies of foreign cultures and literatures can be profoundly important, both societally and economically (e.g., September 11th).

The membership of COPSE council has varied considerably in the extent to which a university perspective was well represented. We believe that it would be possible to have appointment procedures that would ensure more adequate representation on the council (e.g., nominations from various interest groups, perhaps with restrictions [e.g., not currently employed by a PSE institution in Manitoba]).

2. Politicalization of COPSE

A second limitation of the current system, we believe, is the over-politicalization of COPSE. It is not a fully contained part of government, but neither is it an independent body. While it is clearly important for COPSE and Government to work closely together, it appears less certain that the current degree of Ministerial and Government control of COPSE is desirable if we truly desire to manage the PSE system in a reflective and critical manner.

One problem with excessive Ministerial control is that it can put severe limits on COPSE's capacity to disagree with and criticize government policies with respect to PSE. COPSE functions more as the agent of the Minister rather than as a thoughtful and critical body to oversee the development of PSE in Manitoba.

A second problem is that the separate responsibilities of the two parties for specific actions are difficult to determine and ambiguous, making it impossible to identify where the flawed decision-making (when it is flawed) actually occurred. Was it some short-coming in the political processes by which Governments act or in the supposedly-independent bureaucratic processes that govern COPSE?

We believe that, if there is to be a body such as COPSE, it should be more autonomous from government. Government, through the Advanced Minister of Education, should not have the authority to micro-manage the activities of COPSE, to use COPSE as a body to rubber-stamp government decisions, or to excessively limit COPSE's capacity to review and manage PSE in the Province. Even if it is determined that such risks have not often been realized to date, determined by parties more knowledgeable than us about the detailed workings of COPSE and Government, we believe that they are unnecessary risks that can be avoided by modest changes in the Legislation to put more distance between the Government and COPSE.

3. Insular Decision-Making

A final feature of PSE decision-making, and probably the one most proximal to questionable decisions, is the seemingly insular nature of much decision-making with respect to PSE in Manitoba. Despite our positive interactions with COPSE and Government, as mentioned earlier, MOFA has rarely if ever been provided an opportunity to participate in or even comment on proposals during the planning stages. MOFA's primary role has been to react after the fact, or to "guess" as to the planned actions of Government and COPSE. Much research and common-sense suggests that it is difficult to make optimal decisions in the absence of free and open discussions of the pros and cons of ideas. This would certainly apply in large doses to the management of as complex and multi-faceted a system as PSE. Indeed the importance of open and critical decision-making is even recognized in the COPSE Act itself, which begins with: "WHEREAS the creation and sharing of knowledge in an atmosphere of open and critical thought is essential to meaningful citizenship and participation in a democratic society."

Broader participation in decision-making processes, especially of knowledgeable partners within the PSE system, would entail representative advisory bodies, draft documents circulated for comment, an openness to constructive criticism, and the like. At present we see limited evidence for the kinds of reflective discussion of initiatives that would improve and strengthen decision-making about PSE in Manitoba. That there have been inadequate or at least questionable decisions is documented in the following examples.

Examples of Questionable PSE Decision-Making Processes

Here we document briefly some of the decisions about Manitoba PSE that have been made since the inception of COPSE (although not always by COPSE), and that, in the view of

MOFA, illustrate possible weaknesses in the processes by which these decisions were reached. Note that for present purposes we are not necessarily claiming that these decisions are wrong, simply that they are at least questionable, and were made without opportunities for fundamental questions to be addressed in a meaningful and constructive manner.

1. Creation of New Universities

In recent years, Manitoba has witnessed the emergence of two new Universities. The Canadian Mennonite University (CMU) was enacted by the previous government, and the present government has proposed a University of the North (UofN). We believe that these new institutions have been created with limited discussion of some profound issues.

CMU was created with very little discussion, despite the clear implications for resources, including money (not just direct government funding, but also taxpayer-subsidized fund-raising), despite elements that appear antithetical to a true university education (e.g., faith-based hiring), and despite the limited capacity of such an institution to further the research objectives of the university system. Many believe that this was a political decision, which would relieve COPSE of direct responsibility. Nonetheless, it demonstrates a failure of the PSE decision-making process to properly evaluate and critique a major change in the Province. It was an especially unfortunate decision given the existence of a more appropriate model for faith-related PSE (i.e., the affiliated colleges at UofM).

Although the UofN is at an earlier stage of development, there is a danger that it too could be enacted for political reasons and with inadequate discussion of again profound issues, such as the academic legitimacy of a small institution in the North, the meeting of local needs while ensuring academic credibility, or whether certain aspects of traditional University education are necessarily inappropriate for all cultures (e.g., science being Eurocentric). Such questions, and hopefully solutions, are less likely to be raised without an open and frank discussion of the proposed institution and its programs.

2. Community College Initiative

The College Initiative provides another example where a major undertaking with profound implications occurred in the absence of critical discussion. Clearly we are somewhat partisan with respect to this issue, but we believe that the Community College Initiative, or at least its magnitude, can be questioned on a number of grounds. The government document proposing the college initiative cited statistics showing what it referred to as exceptionally low participation rates for Manitobans in College education, at least relative to the rest of the country.

But deeper discussion of these issues prior to the adoption of the initiative would have revealed, we believe, some question about such statistics. For example, Statistics Canada figures indicate that Manitoba does not have dramatically fewer people with college diplomas, and COPSE's own statistics demonstrate that Manitoba has for some time produced almost

equivalent numbers of University and College graduates, despite the fact that College programs are half as long (i.e., approximately twice as many people would be obtaining College diplomas). The statistics from the COPSE homepage appear in Appendix 1.

Yet another bit in the puzzle was provided by the survey of 1999 high school graduates, again accessible from the COPSE homepage. There it was revealed that there was more interest among high school graduates in University than Community College programs. This was more true of children whose parents had more education. We find it particularly unfortunate that a government committed to working people might inadvertently steer students from less-advantageous backgrounds into certain educational streams that might better further the agenda of employers than advance what is in the best interests of students.

That such an undertaking occurred in the absence of widespread and critical discussion reflects poorly, we believe, on the quality of system-wide decision making with respect to PSE in Manitoba.

3. Other Initiatives

There are a number of other initiatives that we feel similarly lack widespread discussion. Here we comment on several very briefly.

3a. Continuing Education (ConEd). Shortly after the NDP came to power and appointments were made in the Ministry of Education and COPSE, it was announced that ConEd had been reviewed and that there was no evidence of duplication or a need for integration. This occurred again with limited discussion and was quite predictable since two of the primary appointments of the NDP were former Director/Deans of ConEd (at UofM and UofW, respectively). But ConEd at UofW has received subsidies in the millions of dollars over the years, money that would have alleviated much-underfunded areas in the institution, such as scholarships and library acquisitions. And surely there would be questions about the need for a role of individual Universities in ConEd programs that compete with one another, with other public institutions, and with the private educational sector?

3b. Technology and Education. Another initiative that has been promoted by Government and some people within our institutions concerns the appropriate use of technology and distance education in the delivery of university courses and programs. But these initiatives have generally gone ahead with support by proponents and limited discussion of critical issues (e.g., whether weaker students might be disadvantaged by this medium of instruction, whether the financial investments are commensurate with the returns, whether the absence of out-of-class interaction or laboratories or in-class discussions or other on-site experiences compromise this mode of delivery, whether it promotes the excessive teaching of practical skills that lend themselves to such a medium of instruction). The current system-wide decision-making processes again seem to have failed to produce the kind of reflective and critical discussions that

are essential to the appropriate use of technologies, ironically, technologies that first emerged in the higher-education and associated research systems.

3c. Prior Learning Assessment and Review (PLAR). Although probably less salient less well-known than other PSE issues, PLAR has been much promoted (and separately funded) by the Manitoba Government (and COPSE?), again with a virtual absence of critical discussion. PLAR involves, in our case, giving University credit for non-university experiences. But again there are profound issues (e.g., what constitutes a university-level experience, might such recognition provide further pressures to recognize practical skills as legitimate university objectives, what limits should be placed on such equivalencies, who is best qualified to determine whether some experience is university-level) that have not, to our knowledge, been widely discussed in the academic community.

4. Overlooked University Issues

The preceding examples have concerned limitations on decisions that were actually undertaken. We also believe that weaknesses in the current system can be seen in some of the important issues that have failed to be addressed or promoted by COPSE.

4a. Value of Liberal Arts Education. The majority of students in Manitoba (and indeed Canada as a whole) enrol in Liberal Arts programs and courses in the Natural Sciences, Social Sciences, and Humanities. But disproportionate attention and funding appears to be addressed to professional programs and applied research by Administrations and Governments, and perhaps by bodies such as COPSE. COPSE's procedures for evaluating new programs and courses give considerable weight to occupational criteria, as do other system-wide initiatives (e.g., PLAR, Community College Initiative).

4b. University Research Funding. Manitoba fares poorly when it comes to national competitions for researcj funds. We receive fewer awards than expected given our population from NSERC, SSHRC, Canada Research Chairs, CFI grants, and so on. Part of this weak performance can be attributed to a relative lack of Provincial funding for University research. Although this is an area of PSE education with profound implications for the province, we have seen little evidence that it is appreciated or addressed by COPSE.

4c. Graduate Education. Another PSE area in which the Province of Manitoba lags behind other provinces is in Graduate education. Manitoba offers a small percentage of Canada's graduate degrees, relative to the percentage of undergraduate degrees we grant and relative to our population. Undoubtedly this lack of graduate students contributes to our poor performance in research funding, as well as to our limited ability to attract strong students from out-of-province and out-of country.

5. Limits on Evaluation of COPSE

Our final example of the limitations of the current system concerns the present evaluation of COPSE. Here we again perhaps see evidence of an overly intimate relationship between Government and COPSE. To illustrate, the letter from the Advanced Minister of Education specified that "the Review shall exclude considerations of, ... the adequacy of funding to the post-secondary system." But surely the level of funding is at least in part determined by COPSE, which has a mandate "to plan and coordinate the development of a post-secondary education system in the province that promotes excellence in and accessibility to education" and to "advise the government on post-secondary education and related matters in the province." More specifically, as shown in Appendix 2, COPSE has explicit responsibility for making recommendations to Government with respect to funding. To preclude the adequacy of funding from consideration, then, precludes evaluation of COPSE with respect to a factor that is surely central to achievement of all its other objectives. There is also a danger that this limitation could appear to be designed to insulate the government from any direct or indirect criticism from the current evaluation of COPSE, despite Government's obvious involvement in the activities and achievements (or failures) of COPSE.

We can illustrate this point with two concrete examples. In several of our meetings with COPSE and Government, MOFA has noted the inadequacies of Faculty salaries in the Province. Appendix 3 shows the average salaries of 30-35 year-old Assistant Professors in Canada's Primarily Undergraduate institutions; Brandon U and U of Winnipeg clearly rank near the bottom, as would U of Manitoba in its cohort. But we subsequently learned that COPSE has been informing Government that Faculty salaries in Manitoba are adequate and compare favourably with other institutions and provinces, presumably using data different than those that we have presented. Irrespective of which figures are correct, clearly COPSE's actions in this area have profound implications for the adequacy of university funding in the Province, which in turn reflects on how well COPSE is performing its duties. A second example would concern the state of capital budgets in the Province. It is well-known that there is a tremendous backlog of repairs and upgrades needed to the infrastructure of Manitoba's Universities. Has COPSE been appreciative of this need and been effective in making the case to Government for this priority? The answers to these questions would tell much about the effectiveness of COPSE's processes and activities, and would seem to be precluded by the Minister's guidelines.

In conclusion, we believe that these multiple examples provide evidence of system-wide decision-making procedures that need to be strengthened if the Manitoban PSE system is to move ahead in constructive ways. We noted earlier that possible solutions include: improving the composition of COPSE to ensure the presence of people with fuller understanding of the University system (e.g., experience with research, graduate students, benefits of Liberal Arts education), a distancing of COPSE from Government so that COPSE can independently review and manage the PSE system, and a commitment to more inclusive decision-making procedures that ensure the early dissemination of preliminary ideas and an openness to critical discussion. We believe that changes in these directions, especially the last, would provide an atmosphere even more conducive to strengthening Manitoba's PSE system than the positive relationship

MOFA currently enjoys with COPSE, the Advanced Minister of Education, and with Government.

Appendix 1
COPSE Statistics on University and College Graduates

10 Year Graduates by University

Year	U of M	U of W	BU	CUSB	Total
1990-91	4,182	1,075	489		5,746
1991-92	4,201	1,115	499		5,815
1992-93	4,336	1,041	541		5,918
1993-94	4,442	1,087	526		6,055
1994-95	4,563	1,190	634		6,387
1995-96	4,572	1,097	627		6,296
1996-97	4,433	1,072	543		6,048
1997-98	4,276	984	574	133	5,967
1998-99	4,142	934	497	85	5,658
1999-00	4,009	952	504	114	5,579

CUSB's graduates are included with the U of M for the years 1990/91 through 1996/97.

CUSB had 133 grads in 95/96 and 139 grads in 96/97

Source: UGC Annual reports from 90 to 96. After 96 data is provided by institutions.

Graduates by College

Year	RRC	ACC	KCC	ETP	Total
1993-94	4,136	516	377	57	5,086
1994-95	3,751	443	432	79	4,705
1995-96	3,671	384	407	93	4,555
1996-97	3,334	494	360	81	4,269
1997-98	3,287	580	320	54	4,241
1998-99	3,104	685	252	57	4,098
1999-00	3,511	719	240	71	4,541
2000-01	3,603	869	242	78	4,792

Source: COPSE Statistical Compendium

Note: These numbers include day programs and full time programs at the regional centers and apprenticeship.

Updated: May 29, 2002

Appendix 2
Funding Section of COPSE Act

Annual funding plan

18(1) Before the beginning of each fiscal year, the council shall

(a)inquire into the financial requirements of universities and colleges; and

(b)prepare an annual funding plan that includes a budget for that fiscal year indicating

(i)the grants that the council proposes to make to universities and colleges for operating and capital purposes and for special purposes, and

(ii)the amount required for the operation of the council.

Plan submitted to the minister

18(2) The council shall submit the annual funding plan it prepares under clause (1)(b) to the minister for approval in the form and at the time specified by the minister.

Appendix 3

Salaries of 30-35 Assistant Professors at Primarily Undergraduate Universities

Average 2000-2001 Salaries for 35-39 Year Old Assistant Professors at Tier 3 Universities (Primarily Undergraduate) ranked by Medians.

	N	Mean	Median
Nipi	9	63063	64275
Ryer	39	61967	62725
Wilf	21	58129	54000
Lake	15	56593	55550
UPEI	18	56555	52500
Broc	24	56223	55850
Tren	15	55073	53550
St.F	9	53416	51175
Sain	12	53320	50100
Laur	18	53139	53300
Mt.A	15	52623	53200
Acad	15	51863	51825
Monc	18	50290	50075
Bran	**9**	**46163**	**46300**
Winn	**12**	**46298**	**44900**
Cape	3	42368	43200